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ABSTRACT

This report presents an update and analysis of refugee and/or resettlement situations in Africa, Asia, the Middle East, Europe and Canada, and Latin America. Described are activities undertaken by the following refugee organizations: (1) the Office of United Nations High Commissioner for Refugees (UNHCR); (2) the Intergovernmental Committee for Migration (ICM); (3) the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA); and (4) the United Nations Children's Fund (UNICEF). In addition, the activities and policies of the United States regarding refugees are given special attention. A directory of international, United States government, and voluntary United States agencies, along with human rights groups concludes the report. (APM)

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Afghans . . . page 15

Cambodia . . . page 21

1981 WORLD REFUGEE SURVEY

Africa: Refugee Crises Worsen . . . . . Asia: 1.4 Million Afghans in Pakistan
Cubans & Haitians: U.S. as "First Asylum Country" . . . Aid Boosts Cambodia
The U.S. Refugee Act of 1980 . . . . . Addressing the Needs of Women Refugees
Statistics for the Entire World . . . . . 7 . . . the page for Table of Contents

A PUBLICATION OF THE UNITED STATES COMMITTEE FOR REFUGEES

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1981 World Refugee Survey

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ACNS, USCR Linked

U.S. Committee for Refugees is affiliated with American Council for Nationalities Service (ACNS), one of the leading agencies in resettlement of refugees. USCR is a private, non-profit organization begun in 1958 to focus U.S. attention on the needs of the world's refugees, through a program of information and education. More than 60,000 Americans have made financial contributions in its support.

ACNS is the national organization for a network of local social agencies in major cities of the United States (see inside back cover). Since World War I, ACNS and its member agencies have been assisting immigrants, refugees, the foreign born and their descendants adapt to life in the United States and become participating members of their new communities.

Lutheran Immigration and Refugee Service

A member of the Lutheran Church at Highland, Indiana, with Laotian family the church helped to resettle.

1981
World Refugee Survey

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UNHCR

Corn "furnished by the people of the United States of America" is distributed to refugees from Ethiopia at a UNHCR camp in Somalia, where one out of four persons is a refugee. (See page 10.)

Refugees and Human Rights

by Joan C. Baez
President, Humanitas/International

The fact that millions of men, women and children are living day to day in crowded refugee camps is a human tragedy of enormous proportions. And it is a human *rights* tragedy as well. Sometimes natural disasters such as drought uproot thousands. But more often the causes lie in repressive policies of governments, bloody conflicts springing up as reactions to repressive regimes, campaigns of political, racial or ethnic persecution and international conflict.

To understand just what it means to be a refugee, one must go beyond the numbers, nationalities and ideologies, and focus on the simple fact that these were ordinary human beings long before they were refugees. And like all people, of course, they were born into families and communities, adhered to traditions and beliefs, built themselves homes, and sent roots deep into the community and the earth.

The bonds that tie most refugees to their homes and the earth most often date back generations. These people do not seek anything more than the right to live, work, laugh, grow old, and die with the dignity that befits every human being. And yet, these most basic rights are denied to them.

Nation battles nation, bombs and artillery tear apart the labors of men and women, and fear becomes the one constant in a life torn asunder. Can anyone really argue that the rights of the innocent citizens of these living nightmares have not been violated? When conditions become so intolerable that the only solution is escape, is this not a violation of the most basic of human rights?

Among the millions of refugees around the world today there are, of course, those who have escaped hunger, natural disasters, and non-political circumstances. But by and large these people will eventually return home when the situation which they fled improves. They are but a small percentage of the total number of refugees in the world. Of the balance, the vast majority are fleeing lands where fear, uncertainty, and terror have replaced order and security. These people are driven to seek refuge because individual human rights do not exist in their homelands.

Joan Baez talks with Adolfo Perez Esquivel at the Madrid Consultation on human rights. Esquivel was awarded the Nobel Peace Prize for his work on human rights in Argentina.

Millions of refugees owe their lives to the humanitarian aid of governments, international organizations, voluntary agencies, and individuals. But for all these victims, the assistance has really come too late. Their lives and families have already been disrupted; they have already abandoned their homes; they have already suffered the agony of exile.

Ideally, we should aim at the source of the refugees' plight — the systematic and flagrant violation of human rights — wherever and whenever it occurs. This, of course, is no easy task. But that does not mean that it cannot be addressed. We in the international community must go beyond appeals for dollars — we must appeal for compassion and respect for each other as fellow human beings.

We must not allow political considerations and ideological prejudices to sway us from firm and persistent opposition to human rights violations. Surely, ideologies of the left and the right, as well as those which could be more aptly described as apolitical, have been guilty of equally abhorrent crimes against humanity.

Our task — one which is difficult and distinctly without promise of results — must be to try to change the fundamental attitudes that threaten the security of all mankind. We must all encourage universal respect for human rights. And as we do, we can only hope that the level of violence in the world will decrease, the dangers of terrorism will be lessened, and the number of political refugees in the world will be significantly reduced.

List of Human Rights groups starts on page 60.

Singer Joan Baez is founder and president of Humanitas International/Human Rights Committee. Prominent in anti-war and civil rights movements of the '60s, she has continued to be an articulate critic of violations of human rights, whether by governments of the right or the left. The address for her organization is: PO Box 818, Menlo Park, CA 94025.

What You Do Makes the Difference

In the last three decades many millions of people have gone through the searing experience of fleeing their homeland to seek refuge in another place. The United Nations High Commissioner for Refugees estimates the number at "more than 25 million." Since not all of the displaced come within the UN definition of "refugee," it may be assumed that the number is actually much higher.

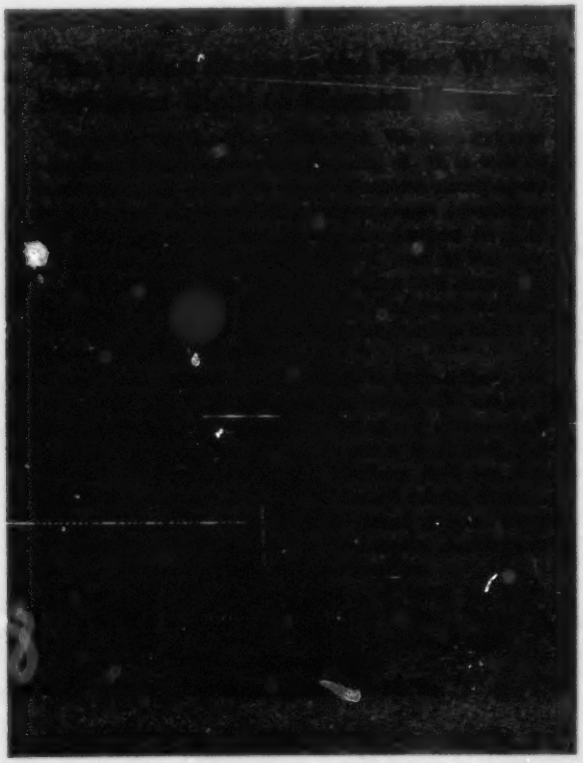
Many of these millions no longer require assistance — they have returned home of their own accord; they have resettled where they first fled, or in another country. A world which often appears callous and uncaring has responded by providing help, through the UN, through national governments and through hundreds of voluntary organizations.

Within the last 12 months there have been challenges where the odds against successful solution seemed extremely high. In the fall of 1979, famine threatened 5 million people in Cambodia. They have been helped back to health and now grow a large part of their own food, thanks to aid from around the world (article, page 21). The unexpected, sudden movement of 125,000 Cubans from their home country to a strange land has taken a lot of adjustment on both sides. Yet, after 10 months all except 6,000 Cubans of the 125,000 who fled by small boat to the U.S. in the Spring of 1980 have been relocated.

But these solutions don't happen automatically. The hungry are fed and the homeless refugee is assisted through the work of thousands of concerned people working for the numerous voluntary agencies. These tested organizations depend on private contributions to maintain their efforts. If you want to assist, contact one of the agencies in the list which begins on page 58. Those preceded by (R) are resettlement agencies.

Barbara K. Baker photo

Some Americans help refugees by serving as a sponsor. Others help with cash contributions, or by assistance to those who resettle. Louis and Tylene Daehnke of Lorton, Virginia, sponsored the Vannasing family from Laos, through Lutheran Immigration and Refugee Service.



Refugee Review

Africa: Refugee Crises Worsen

Kadra crossed to the other side of the nearly dry river to look for another bundle of sticks to complete her hut. On her back she carried Ali, three years old and sick; together they had made the long journey to the refugee camp in Somalia. Her husband was back in the Ogaden region, and the nagging worry about him — and being separated — never left her. At least with a hut of her own she and Ali would not be crowded among strangers, as they had been for their first three nights in camp. Food, she heard, was often short in the camp, sometimes only enough for one meal a day. She vowed she would hide every grain of rice she could find, so Ali would eat. She prayed for her husband, and for their return together to the land where their flock had once grazed.

by Kenneth F. Hackett
Catholic Relief Services

The personal plight of one of the 6.3 million refugees and displaced people in Africa is a life most of us will never experience. The largest total of refugees in the world lives on the African continent. With the poorest countries in the world, Africa has one refugee to every 75 people. If the same proportion were true of the United States, we would have received 3 million refugees from Cuba instead of the 130,000 who in 1980 landed from small boats and drew so much attention and protest.

Africa, three times the size of the 50 United States, has 53 countries. Two of them together — Zaire and Sudan — equal half the size of the 50 states. Desert and arid areas cover more than half the continent. Rain forests comprise only 10 percent, and the bulk of the population lives in these areas.

Most of the countries located south of the Sahara Desert became independent of colonial rule within the last two decades, nearly one quarter within the last five years. The period of colonization of European nations, in the 19th century, led to exploitation — and saw the beginning of many of today's problems. Within the huge continent is great cultural and ethnic diversity

Kenneth Hackett is regional director for Sub-Sahara Africa of the Catholic Relief Services—U.S.C.C. A former Peace Corps volunteer in Ghana, he joined CRS in 1972, and was assigned to Sierra Leone. Since 1978 he has supervised CRS operations in 21 country programs in Africa.

— over 800 distinct ethnic groups and more than 1,000 different languages. Most of the people are basically rural although the migration by job seekers into urban areas increases each year. The arbitrary boundaries drawn by the colonial powers left a legacy of discontent in many instances, because of the physical division of ethnic groups and tribes. This cutting up of territory became a significant causal factor in the turmoil between newly independent countries and the expanding refugee problem.

The next 10 pages report on the refugee situations in Africa. Statistics appear on pages 32 and 33.

In the first years of independence, African countries worked to foster a sense of unity — "Pan Africanism." Efforts to create political and economic bonds between nations have not lived up to expectation. The heritage of colonial affiliation lingers in the fields of trade, financial assistance and political influence. Attempts continue to break these links with the past, but they are hard to undo. As a forum for politi-

cal collaboration, the continent-wide Organization of African Unity (OAU) has been only marginally effective. The Economic Commission of West African States (ECOWAS) has yet to yield visible benefits, and the East African Community is hanging by its last threads.

Trade with developed nations is mainly in the form of export of raw materials, whose supply is depleting. The developed countries make little effort to encourage production of manufactured goods in African countries themselves, which would increase local employment. Most African countries are poor, battling for economic survival, and struggling to build a nation.

Refugees

It is not a simple task to classify the motivations behind the large-scale movements of refugees. Analysis of the political, ethnic, climatic, and historic factors of each country is required.

Unlike European refugees following World War II, African refugees are not, for the most part, urban dwellers who made individual decisions to leave. Africa's refugees are mainly subsistence farmers and herders who fled in mass movements with their own ethnic group. The European and African refugees differ also in their desire to resettle in another country. Most of the Africans want to return to the homes they left. Resettlement out of Africa is rarely desired. It would, in any case, be difficult since the education levels and rural skills of African refugees do little to prepare them to move easily into another society.

Causes

Approximately a fourth of all Africa's refugees are in one country — Somalia (see "Northeast Africa" on page 10). More than 1.5 million people have crossed the borders of this small country (with an original population of 3.6 million) seeking refuge from the war between Somalia and Ethiopia over possession of the arid Ogaden region. The land they are leaving, as well as Somalia and other East African countries, is also in the grip of a drought which has forced many others to move, for survival.

Another large group — of about 500,000 — have found refuge in Sudan. This group is composed primarily of Eritrean refugees leaving Eritrea, where the indigenous population has long been fighting for independence from Ethiopia. Ironically, a significant segment of the refugee population in Sudan is Ethiopian in origin — those fleeing a repressive regime in their own country.

UNICEF

Father carries starving child at UNHCR camp in Somalia, where 1.5 million refugees have fled.

Ethnic conflict, often of ancient origin, is another major cause of refugee flight in Africa. Reports from Zaire indicate 100,000 to 150,000 refugees fled Uganda, following political realignments last fall, with new tribal factions attaining political and military ascendency.

Religious, political, personal and international rivalry all figure in the long warfare in Chad. A civil war between Moslems in the north and black animists and Christians in the south began in 1960, when Chad achieved independence of France. Eleven different factions were represented at a 1979 peace conference aimed at ending the war. The two strongest were led by President Goukouni Oueddei and Defense Minister Hissan Habre, both Moslems. In 1980 they continued to fight; Libyan forces entered Chad on the side of Oueddei, and Libya announced an intention to annex Chad. This led to angry and anxious opposition from African neighbors; among other moves, Egypt and Sudan offered military aid to Habre's forces. At the

end of 1980 the conflict has forced an estimated 172,000 refugees to flee.

Struggles for independence have created many refugees over the past two decades: Zimbabweans in Mozambique, Zambia, Tanzania; South Africans spread through many nations; Namibians in Angola — each group includes people who were politically active and who fled to avoid jail or worse.

Drought, leading to famine, also causes refugees to leave, as noted in the case of Somalia. Drought increases refugee suffering and hampers local efforts to aid. The whole eastern half of Africa is seized in a double dilemma: War and civil unrest coupled with severe famine, resulting from drought and planting interrupted by the turmoil of war.

Thousands of refugees go unnoticed because of Africans' traditional hospitality

In summary, there are a number of "causes" for the staggering refugee problem in Africa. Underlying today's tragic headlines is the arbitrary division of Africa by European colonial powers. National boundaries were drawn based on trade and military considerations having no relationship to who lived where. Africa is now a continent of new nations with great ethnic diversity and few developed traditions of nationhood. War, civil unrest, conflicting political ideologies and ethnic conflict all have origins in Africa's political history.

In most cases the impetus to flee — to become a refugee — has its immediate origins in some combination of political, military or ethnic conflict, often exacerbated by drought and subsequent famine.

Poverty, inadequate welfare structures and resources to assist, desert terrain, lack of medical care for starved children and women, politically charged questions of who is responsible for these refugees all make up the anguished picture of the African refugee.

The Internal Refugee

Another extremely serious problem confronting the continent is that of internal migration. One significant element not covered here is that of the urban drift — thousands who leave rural areas and move toward the cities in hope of better employment opportunity and a better life.

In another category are people who are forced off their traditional lands by changes in climatic conditions, droughts being the most prominent. Nouakchott, the capital of Mauritania, in northwest Africa, was built to accommodate roughly 20,000 people. The lack of water and dried up grazing lands have sent over 100,000 traditional nomads to the city where they camp in a "chiffonville," or tent city, with inadequate sanitation, water, or health facilities. But, at least, for them it is better than no water, no health care, no schools.

While migrations such as this are often temporary, depending on the length and severity of the situation, the expanding desert, diminishing rainfall, and population pressure on scarce, arable land indicate some people may be dependent on aid for a long time.

Response: What Can Be Accomplished and How It Is Done

The initial welcome extended the refugees is offered by communities of people living close to the borders. A tradition of hospitality exists in Africa, built upon religious and cultural history. A high official in Somalia commented that one would be hard pressed to find a Somalia family without some recent arrivals living with them.

With tribal and clan affinities spanning national borders it is easier to comprehend how integration, even of large numbers, could take place unnoticed by the outside world. It is when the resources available stretch to the breaking point and the governments enter the picture to offer care that we begin to hear about these mass migrations. Thousands of refugees go unnoticed by the world press and international assistance agencies because they are attended to through traditional hospitality.

When the numbers exceed the capacity of the local communities or national governments to provide care, an appeal is made to the international community. In some instances African governments have gone into the red, to care for refugees, prior to requesting any assistance from the international community. However, most governments do not consider the refugees to be their problem alone, but a burden which should be shared jointly by the world community.

Before the intervention of local or national govern-

ment, another important assistance source — churches, religious groups and other voluntary relief agencies — often enters the picture. The role of these groups in responding to those in need is both significant and often unheralded.

The initial contact point for international voluntary agencies such as Catholic Relief Services and Protestant agencies such as Church World Service, Lutheran World Relief, World Vision International, and European equivalents, is through local church structures. These agencies can often supply considerable resources to enhance efforts of local church affiliates. Another great source of help are the non-sectarian agencies such as the International Committee of the Red Cross and the International Rescue Committee.

Unless population, economic and climate trends reverse, Africa will be even less able to help

When the national government appeals for assistance from the international community, a number of mechanisms start in motion. In most instances the United Nations High Commissioner for Refugees assumes a coordination role. Simultaneously, donor nations are asked to assist. In Africa, the U.S. government, European governments, and European Economic Community are the leading actors. But once again, the voluntary agencies fit into the assistance mosaic with operational aid efforts.

The voluntary agencies are effective because of their familiarity with the rural environment in which the refugees are living, their contact with the communities and church groups, their flexible operating style, their ability to maintain staff at reasonable cost in difficult living areas, and their long history in managing assistance programs.

All agencies — international, governmental, voluntary — form a partnership to help.

During 1980 a relatively new approach was taken by some voluntary agencies, both in the United States and Europe. Three of the larger U.S. agencies, Catholic Relief Services, Church World Service and Lutheran World Relief, have formed a consortium called Inter-Church Response to the Horn of Africa to pool resources and management in assistance to Somalia. A similar grouping was formed among European agencies.

These collaborative efforts may become models for future assistance efforts.

Americans continue to read of the plight of millions of women and children on the brink of starvation. Often the newspapers which report these tragedies fail to follow up on the situation, where the lives of the stricken millions have been sustained or improved, and where people have returned to their homes to resume their normal lives.

In the past year, thousands of refugees returned to Zimbabwe; at the close of the year people are beginning to return to Chad and Equatorial Guinea. Other examples exist in the past and will occur in the future.

When repatriation is not possible, resettlement of potentially productive areas within the country of asylum is an alternative. Here, too, it is often desirable for external assistance to continue. Voluntary agencies as well as many host governments stress the importance of direct involvement of refugees in determining and building their own futures. In assisting them, care must be exerted so as not to cause disruptions to national development efforts.

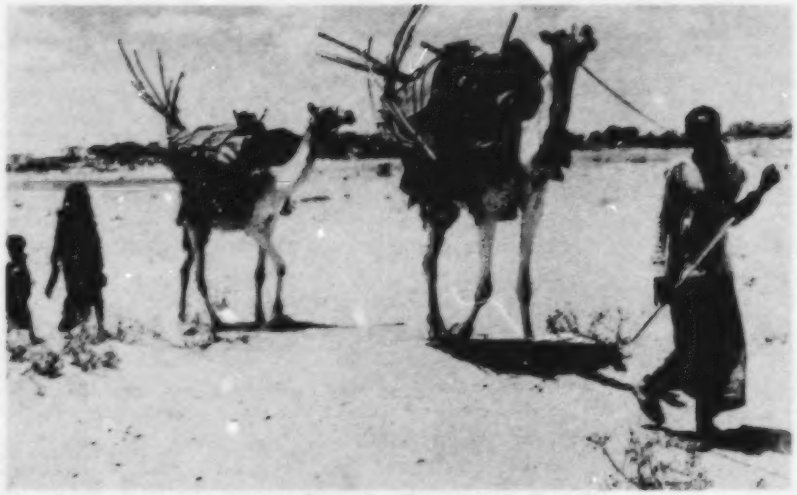
Refugees of the Eighties

A recent Congressional Report, *Averting Catastrophe: The Global Challenge*,* indicates that if current population, economic and climatic trends are not drastically changed, the world will witness ever-greater poverty, economic hardship, deterioration of the environment. To this one may add that a continuation of the refugee trauma in Africa is likely.

Unless the trends are reversed, governments in Africa are going to be less able to handle refugee situations themselves. The economic burdens upon these countries, especially those classified as the world's poorest (of which 70 per cent are in Africa) are far more severe than those that affect us in the developed world.

While it may not be possible to stem the continuing flow of people from one country to another, it is within our capacity, with relatively little burden, to alleviate their conditions of hunger and distress. □

*"Averting Catastrophe: The Global Challenge," report by Subcommittee on International Economics of the Joint Economic Committee, U.S. Congress, Oct. 10, 1980.



UNICEF

Another hungry, war-weary refugee family arrives in Somalia.

The "horn" of Africa.

Refugee Review

Northeast Africa: Fighting, Drought

Fighting which has gone on for years, and persistent drought, lie behind one of the world's largest concentration of refugees, in Northeast Africa — Somalia, Djibouti, Ethiopia, Sudan — where 3.9 million people depend in varying degrees on help from the world's relief agencies (see table).

For 15 years rainfall has been scant in East Africa as far south as Mozambique. In the last two years drought was severe in many regions of the four countries. Thousands moved on in a search for water and food, for themselves and their livestock.

In eastern Ethiopia is a vast dry region, the Ogaden, grazing ground inhabited for centuries by Somali-speaking nomads. The Ogaden was granted by European colonial powers to Ethiopia in 1897. To the east is Somalia, a country which gained independence of colonial rule in 1960. Somalia has made "self determination" of the Ogaden a cause for all Somali tribes, and has supported fighting there against Ethiopia. In 1977-8 Somali troops waged all-out war against Ethiopia. Helped by Soviet advisors and armaments and an estimated 12,000 Cuban troops, the Ethiopians drove the Somalis back. Since 1978 government forces officially have withdrawn. However, Western Somalia Liberation front guerrillas continue to fight, with silent support from the government of Somalia.

Somalia

As fighting intensified, and as Ethiopian forces destroyed Ogaden villages, thousands fled across the border into Somalia where their fellow Somalis have tried to assist them. An estimated 1.5 million refugees are reported by the government, most of them in UN camps. This total figures out to one in every three people in the country, which is one of the poorest in the world.

As UN and voluntary agencies organized aid, the refugee influx in Somalia continued. Problems of water supply, firewood stripped from an almost bare landscape, disease and starvation face refugees and relief officials daily. Said an administrator[1] who had also worked in Cambodia to end famine: "In Cambodia you had fruit in trees down the road from the camps . . . Here it looks like a NASA encampment on the moon. If you cut the umbilical cord, the food supply, for 10 days, the dying starts . . ."

A staff report[2] of a U.S. Senate committee in September, 1980, concluded: "The refugee problem in Somalia is a man-made disaster . . . Refugees told us they will fight with the Western Somalia Liberation Front to free the Ogaden from Ethiopia. No political resolution is apparent at this time. Refugees will continue to

Northeast Africa

Size	Country	Refugees & Displaced	Population	Ratio
250,000 sq. mi. (Texas)	Somalia	1.5 mil.	3.6 mil.	1: 3
8,800 sq. mi. (Mass.)	Djibouti	42,000	320,000	1: 8
460,000 sq. mi. (4/5 Alaska)	Ethiopia	1.8 mil.	30 mil.	1:17
970,000 sq. mi. (1/4 U.S.)	Sudan	.5 mil.	18 mil.	1:36
1.7 million sq. mi.*	TOTAL	3.9 mil.	52 mil.	1:13

*U.S., all 50 states: 3.6 million sq. mi.

be dependent on international assistance as long as the war continues."

A newspaper reporter[3] observed: "It is an old, old war . . . and there are those who argue convincingly that only the location of the two hostile neighbors — both enjoy commanding shoreside seats along the stretch of water through which passes much of the earth's crude oil — earns them the intermittent attention of the outside world."

Ethiopia

The continuing war has forced people from their homes over a wide area in the eastern part of Ethiopia. Other factors creating refugees were a widespread drought and formation by the government of large collective farms, forcing out thousands of farmers who had cultivated small plots.

In 1978 the Ethiopian government asked UNHCR to provide "humanitarian assistance" for "internally displaced" who had been put in camps by the government. The population figure provided by the government in mid-1980 was 1.8 million. This UNHCR program was concluded in 1980.

Ethiopia is also fighting guerrilla groups in three other areas — Eritrea and Tigre provinces in the north and rebels who belong to the Oromo tribe in the southeast. By far the most serious conflict is with separatist forces in Eritrea, a fight which has gone on since 1961. An estimated 390,000 Eritrean refugees are now in the Sudan, across the border from Eritrea.

Eritrea was colonized by Italy in the 1930's, captured by the Allies in World War II and administered by the British, pending UN decision on its future. In 1950 the United Nations decided that Eritrea should be linked to Ethiopia in a federation, but have internal autonomy. The federation, begun in 1952, gradually eroded and in 1961 the armed struggle by liberation movements against Ethiopia began. In 1962 Ethiopia declared Eritrea to be its 14th province. The conflict has a strong religious aspect; Eritreans are Moslems, Ethiopians generally, Christians. Arab states across the Red Sea give substantial assistance to the Eritreans. Earlier, the Soviet Union aided the liberation movement, but switched sides after the Addis Ababa government was replaced in 1974 by a new military regime with marxist leanings. Soviet bloc assistance has helped Ethiopia rout the Eritreans.

Sudan

Sudan, to which 390,000 Eritreans have fled, has half a million refugees and a population of 18 million. The other refugees are from conflicts in Uganda, Chad and Zaire. Late in 1980 the president of Sudan met with the president of Ethiopia in an attempt to negotiate an end to the war between Ethiopia and Eritrea liberation forces. No progress was visible, early in 1981.

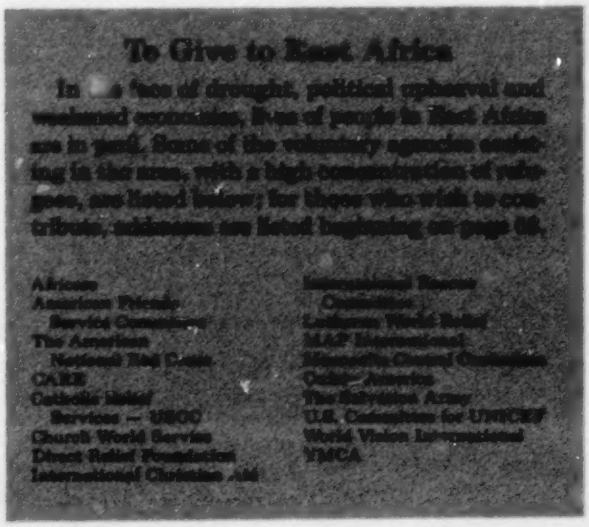
With assistance from international agencies, Sudan has settled thousands of refugees in agricultural communities. Nonetheless its towns and cities are crowded with refugees. In an attempt to draw world attention to its high concentration of refugees, the government sponsored an international conference at Khartoum in June, 1980.

Within Ethiopia itself are several thousand refugees who fled from Sudan in the course of that country's civil war between North and South in the '60s and '70s. A peace agreement negotiated in Addis Ababa ended that war in 1972. Most of these refugees are expected to return to Sudan in 1981.

Djibouti

Djibouti, on the gulf of Aden, is a country the size of Massachusetts, with 300,000 people. It is a former French territory, and aid from France helps it contend with high unemployment. The small country has 42,000 refugees. Some are Somalis who fled fighting in the Ogaden area of Ethiopia; others are from Eritrea in the north of Ethiopia. □

[1] "In Somalia, every day's an emergency," by Gregory Jaynes, The *New York Times*, November 3, 1980, quoting Oxfam field director Stephen Green.
[2] "An assessment of the refugee situation in Somalia," Staff Report, U.S. Senate Committee on Foreign Relations, September, 1980.
[3] "The Ogaden war sputters on," by Gregory Jaynes, the *New York Times*, December 30, 1979.



Refugee Review

Southern Africa

Angola

Some armed strife continues in Angola (pop. 5.8 million) but little is known about its extent. Two guerrilla movements actively contest the control of the MPLA (Popular Movement for the Liberation of Angola) which is supported by Cuban troops.

In the south fighting occurs from time to time between South African forces from Namibia and guerrillas from SWAPO (South West African Peoples' Organization). Within Angola are 35,900 refugees from Namibia, some of them part of SWAPO.

Internal unrest, since the ouster of the Portuguese in 1975, has caused thousands to flee from their homes, and many have settled permanently in Zaire and other countries.

Within Angola are 18,000 Zairian refugees; they have declined to return home, some out of fear because of their former involvement with the Katangan army. Governments of both countries continue to encourage return home.

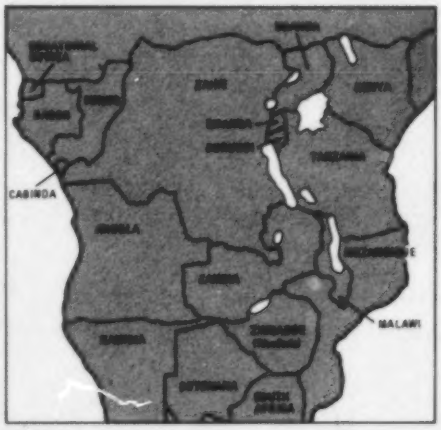
Angola, a country larger than Texas and California, also has 1,000 refugees from South Africa.

Botswana

With the end of the war in Zimbabwe, the refugee population in Botswana is down to 1,100. A year earlier there were also 23,000 from Zimbabwe. The size of Texas, Botswana has a population of 710,000.

Burundi

Burundi (pop. 3,970,000) and neighbor Rwanda are former mandates of Belgium, becoming independent in 1962. In 1972 centuries-old rivalry between Hutu and Tutsi tribal groups exploded into fighting, causing mass refugee flight. Hutus tried unsuccessfully to oust the ruling Tutsis. The slaughter of Hutu tribe members was estimated at from 100,000 to 250,000. A 1976 coup brought to power Jean Baptisté Bagaza, who is



regarded as comparatively moderate.

Burundi, the size of Maryland, is one of the poorest and most densely populated countries in Africa. About 155,000 refugees from Burundi are in two neighboring states: 129,700 in Tanzania and 8,000 in Rwanda. Refugees in Tanzania and Rwanda appear likely to stay.

Burundi is asylum country for approximately 50,000 refugees, mostly from Rwanda.

Mozambique

With the end of war in Zimbabwe, many of the estimated 150,000 refugees from that country began leaving Mozambique. It is estimated that only 30,000 remain in Mozambique.

Small numbers from South Africa, Swaziland, Lesotho and Malawi also remain. In mid-1980 eight refugees from East Timor reached Mozambique via Portugal. The government is considering acceptance of several thousand from East Timor in an agricultural community.

The Government of Mozambique provided considerable help to guerrillas during the conflict in Zimbabwe/Rhodesia (1975-1980). Wage earners were required to contribute to a fund earmarked for support of the Zimbabwe struggle and its refugees.

(Pop.: 9.7 million, larger than Texas.)

Namibia

Namibia, formerly known as South-West Africa, has a population of 852,000 in a land twice the size of California. The UN Security Council condemned South Africa (1970) for "illegal" control of the area, which had been a UN trust territory. South-West Africa People's Organization (SWAPO) engaged in guerrilla war, from Angola. Negotiations and a proposed free election still had not brought peace in 1980. South Africa displaced thousands of Namibians to create a "security zone" along the 1,000-mile border with Angola, and thousands fled to other countries. Refugees from Namibia in Angola are estimated at 35,900 and in Zambia at 5,500.

Rwanda

Like neighboring Burundi, Rwanda's history has been dominated by the fierce, often bloody, rivalry between the Tutsi tribe and the Hutus. Today Rwanda refugees are distributed in four neighboring countries: Burundi, Tanzania, Zaire and Uganda. Rwanda, the size of Maryland with 4.5 million people, has 8,000 refugees, mostly from Burundi. Most have settled and seem unlikely to return home.

South Africa

Numbers of refugees fleeing South Africa are small and are largely comprised of a few thousand black students who left after the riots in Soweto of 1976. They are receiving assistance from the UN in their studies in Botswana, Lesotho, Swaziland, Namibia and elsewhere.

South Africa's population is 26 million, with 17 per cent white, in a land four-fifths the size of Alaska.

Tanzania

The United Republic of Tanzania has within its borders about 135,700 refugees. It is a country about twice the size of California with a population of 16 million. The refugees are from Burundi, Uganda and other southern African countries.

Many settlements are permanent. UNHCR has assisted in a variety of projects to make refugees self-sufficient.

In 1980, 26,000 Rwanda refugees living in settlements were granted Tanzanian citizenship.

Also receiving help were 10,000 Tanzanians displaced in the Kagera River area by Tanzania forces fighting Uganda in 1979.

Uganda

Chaotic conditions prevail in Uganda, hampering relief efforts and making reconstruction nearly impossible. After the overthrow in April 1979 of dictator Idi Amin, it had been hoped that world relief would be granted and that the country could recover from his eight-year reign and from the damage of a civil war.

Famine combined with the lack of a workable government to increase the troubles of the troubled country. After the December 1980 election, which returned former president Obote to office, many thousands of Ugandans fled from Uganda into Zaire and Sudan. They are members of tribes which feared hostile acts from the new government.

UNHCR reports 78,000 from Rwanda and 34,000 from Zaire and 265,000 "internally displaced." Not recorded as "displaced" are nearly 400,000 Karamojong nomadic tribespeople, who are victims of famine in the arid north, where thousands have died.

(Pop.: 13 million; size of Oregon.)

Zaire

One of Africa's largest countries, Zaire is host to 381,000 refugees. The former Belgian Congo, Zaire is one fourth the size of the continental U.S., with 26.4 million population.

Angola, as it was formerly administered by the Portuguese, included the small enclave of Cabinda, which is separated by Zaire from the rest of Angola. A total of 39,000 refugees from Cabinda are in Zaire.

Many thousands of mainland Angolans have returned home. Approximately 100,000 who arrived in Zaire since November 1977 are receiving aid. The numbers change in proportion to continuing warfare and economic prospects in Angola.

On its eastern border Zaire has settlements of people who fled from Rwanda and Burundi, as long ago as 15 years.

Between 120,000 and 150,000 Zairian refugees in Angola have returned to Shaba province, Zaire, under UNHCR auspices since 1978. Supplies of food, seed, tools and medical care helped get them started again.

Zambia

Over the last 16 years, Zambia has provided refuge to people from Angola, Malawi, South Africa, Tanzania, Uganda, Zaire and Zimbabwe. The peak population was 80,000 in 1978.

Following the peace agreement in Zimbabwe, repatriation of refugees from that country reduced the total in Zambia. By the end of 1980 an estimated 14,500 refugees remained.

Zambia, formerly known as Northern Rhodesia, became independent in 1964. The size of Texas, its population is 5.4 million.

Zimbabwe

Fighting which lasted nearly 15 years came to an end late in 1979. At the initiative of the British government, lengthy peace talks by leaders of black guerrillas and the white-run Rhodesian government brought an end to the fighting. In the election of February 1980 the slate headed by guerrilla leader Robert Mugabe scored a decisive victory.

Peace meant the return of hundreds of thousands who fled to other countries or moved to escape the fighting.

A total of 120,000 returned from other countries. About 400,000, moved into protected villages, are returning to previous homes, as homes and service buildings destroyed by the war are rebuilt. Another 500,000 had moved to urban areas; the majority of these people are remaining near cities. UNHCR is providing assistance for 660,000 of the "internally displaced."

Zimbabwe's population is estimated at 6.7 million, on territory nearly as large as California.

Refugees return to Zimbabwe from Mozambique in the mass repatriation made possible by the peace agreement.

Refugee Review

Other African Areas

Cameroon

With an increase in civil war fighting in Chad and intervention by Libya, approximately 100,000 refugees crossed into northern Cameroon opposite the Chad capital of N'Djamena. Others fled to Nigeria. International agencies are providing care.

(Pop.: 8 million, size of California.)

Mauritania

Mauritania, an arid country the size of Texas and California combined, has a population of 1.3 million. Living precariously on the fringe of the capital of Nouakchott are 100,000 displaced people forced to move by the creeping drought in the Sahal region of the Sahara. They are not eligible for UNHCR assistance, but get aid from voluntary agencies including Catholic Relief Services.

Nigeria

The Nigerian government estimates that 50,000 refugees from Chad have moved across Lake Chad into Nigeria. As of the beginning of 1981, Nigeria had not requested assistance from UNHCR. Many of the refugees involved have kin in Nigeria and many commonly cross the lake to work on the Nigerian side.

(Pop.: 67 million, twice the size of California.)

Saharan Refugees

"Polisario" is another name given these refugees in camps around the Sahara desert town of Tindouf, Algeria. The word is an acronym for "Popular Front for the Liberation of Saquia el Hamra and Rio de Oro." Saquia is now occupied by Morocco. Rio was claimed by Mauritania which in 1979 withdrew the claim, and Morocco extended its claim to the whole territory.

In November, 1975 the Spanish government agreed to transfer administrative authority over the phosphate-rich Spanish Sahara to Morocco and Mauritania, the two neighboring countries which claimed they possessed the area before it became a Spanish colony.

"This agreement and subsequent Moroccan-Mauritanian partition of Western Sahara were against the desires of the local nomadic people for independence. UN resolutions and an International Court of Justice advisory opinion favored self-determination" said the U.S. Senate Judiciary Committee report on refugees in 1979.

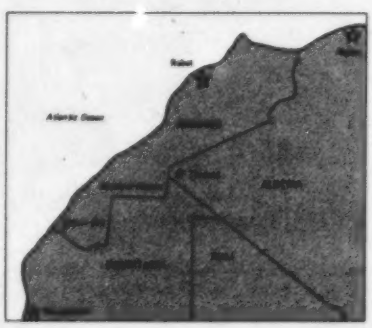
The Polisario had been the principal opposition to the Spanish presence. After Morocco and Mauritania forcibly occupied the Western Sahara (November, 1975 to February, 1976), many Saharans fled the major towns. Informal refugee camps were first set up in the desert around nomadic Saharan encampments, then moved further away, near Tindouf, across the border in Algeria.

The Polisario established a Saharan Democratic Arab Republic which has been recognized by several states. The Front warred against Mauritania until the government changed in 1978, and Mauritania dropped its claim. In 1979 the U.S. granted arms assistance to the King of Morocco.

UNHCR supports assistance for refugees at Tindouf, 1,000 miles from Algiers. Algeria reports the refugee population is 50,000.

UNHCR

Refugees from Chad arrive at Kousseri, Cameroon, across the river from Chad's capital, N'Djamena. A total of 100,000 have sought safety from fighting at home.



Refugee Review: Asia

1.4 Million Afghans Flee to Pakistan

On December 27, 1979, troops of the Soviet Union invaded Afghanistan, drawing worldwide attention to a civil war that has pitted a communist government against resistance fighters in that mountainous country for nearly two years, and causing one of the largest refugee crises of 1980. The internal conflicts in Afghanistan had already caused nearly 500,000 refugees to cross into Pakistan before the Soviet invasion. One year later, at the beginning of 1981 and after a year of Soviet presence, that number grew to 1.4 million in Pakistan, according to UNHCR, and perhaps as many as 1.5 million by other estimates. Another 100,000-300,000 have fled to Iran, and 20,000 Afghans have sought safety in India. And, as the fighting continues, several thousand refugees continue to flow into Pakistan each week.

They come with few or no possessions, fleeing countryside and villages that have been destroyed in the fighting. The Soviet purpose is to defeat the rural Moslem tribesmen and unify their support behind the Soviet-backed Kabul government. But the tribesmen are fierce fighters and even more fiercely anti-communist. Most of the able-bodied men leave their families and elders in camps in Pakistan and return across the Khyber Pass to help the resistance forces fight the Russians and the Soviet-dominated Afghan army in the mountainous terrain that forms the border between Pakistan and Afghanistan.

Jorma Puuso-Lehtikuusi/Photoreporters 1980

Father and daughter flee over snow-choked pass from Afghanistan into Pakistan.

The Politics

The current Soviet-backed President of Afghanistan, Babrak Karmal, is the fourth man to hold that position in 20 months. He came to power with the Soviet invasion on December 27, 1979. The political history of the recent and numerous coups that preceded his rise to the presidency offers insight into the crisis that has precipitated one of the largest refugee outflows during 1980:

In 1973 the monarchy of King Zahir was overthrown by Mohammed Daud, a cousin of the King's, who made himself President and ended a form of government that had existed for centuries. The King and his family fled to Rome where they continue to live in exile, and Daud established a government that lasted for five years.

In April 1978, the communist People's Democratic Party (PDP) led a coup which ousted Daud and resulted in his death. Simultaneously, a power struggle within the PDP found Noor Mohammad Taraki moving into the Presidency and Babrak Karmal going into exile in Czechoslovakia, although it had actually been Karmal's branch of the PDP that had initiated the coup. A Marxist government, fiercely denounced by the Moslem tribe populations of Afghanistan, was shakily in place, and civil war began.

Taraki's rule, which was backed by Soviet leaders, lasted seventeen months. In September 1979, another coup, which was actually designed to remove Hafizullah Amin from his post as Taraki's Prime Minister, backfired and resulted in the death of Taraki and rise of Amin to President. Moscow showed no public disenchantment with Amin, but later voiced disapproval of Amin's brutal tactics and inability to unite the Afghan population under communist rule. Meanwhile, civil war continued to be waged between the Amin regime and the rural tribesmen. Amin lasted only three months.

Afghan Refugees *(Continued)*

On December 27, 1979, Babrak Karmal returned from exile in Czechoslovakia, and with the backing of Soviet troops, overthrew Amin who was immediately executed. Nearly 6,000 Soviet troops and over 4,000 advisors moved into Afghanistan — via airlift and ground movement — in support of Amin's ouster. On the surface, the transfer of power from Amin to Karmal seemed merely to be an exchange of one pro-Soviet figure for another. But Karmal, according to sources at the time and reflected in his actions since seizing power, had long been more to Moscow's liking. Karmal's wing of the People's Democratic Party is more orthodox in its communist doctrine and more willing to accept Soviet leadership.

Karmal's government, now more than a year old, continues to be backed by Soviet resources, and the Soviet influence in Afghanistan is becoming more pronounced. Soviet troops, growing to nearly 100,000 by late 1980, remain in Afghanistan fighting along with Afghan troops against the Afghan tribesmen and maintaining the continuation of the Karmal government. From all signs, they have become an army of occupation.

It is estimated 500,000 Afghans have died during the course of the conflict.

Afghan schools are being reshaped in a Russian mold. The Russian language is being taught. Russian advisors are helping restructure the education system. Many of the young adults are being offered higher education opportunities in the Soviet Union or being forced into the Army to fight their fellow countrymen. Many of the refugees who have fled to India are the educated young adults who lived in the larger cities and are unwilling to accept a communist future for themselves.

It is estimated that nearly 500,000 Afghans have died during the course of the conflict. By the end of 1980, nearly one of every 10 Afghans was a refugee.

Refugees in Pakistan

The 1.3 million Afghan refugees in Pakistan are scattered in tent villages, approximately 200-500 persons to a village, throughout several provinces. Most are located in the North West Frontier Province, the former North West Frontier of British India where lawlessness went unabated. Not much has changed. It is still a desolate area, unprotected from murderers and robbers who roam outside these small refugee encampments.

When the refugees first began to arrive, hunger and disease caused widespread hardship. But now, relief efforts are in place, and most refugees are receiving basic subsistence services — clothing, food, tents, and medical attention. They have fled, however, to one of the poorest countries on earth; Pakistan's per capita income is only $180. Although the Pakistan government is welcoming these refugees, it can do little to help.

Some of the refugees have arrived with livestock, which has added to tensions already growing between the refugee and local populations; pasture land and water are scarce in this desert terrain. Although Pakistan is predominately Moslem, those living in the same areas as the refugees are of a different sect, causing further tensions. And the local inhabitants are concerned that this influx of Afghans may be unable to return home and, thus, may have a permanent effect upon the already strained living conditions.

Most of the refugees do not wish to remain in Pakistan; they hope only to return to their homelands. But most admit that this will not be possible as long as Soviet troops remain in Afghanistan.

Life in the refugee camps in Pakistan, as elsewhere, is difficult. Most energies are spent on survival activi-

ties. Families are separated, since most men return to Afghanistan to fight. The weather is harsh — bitter cold winters in the mountainous areas and desert summers in the lowlands. But the hardest condition to endure, once survival is assured, is boredom. Waiting in the midst of uncertainty for an unpredictable future becomes a demoralizing existence.

Safety in Other Countries

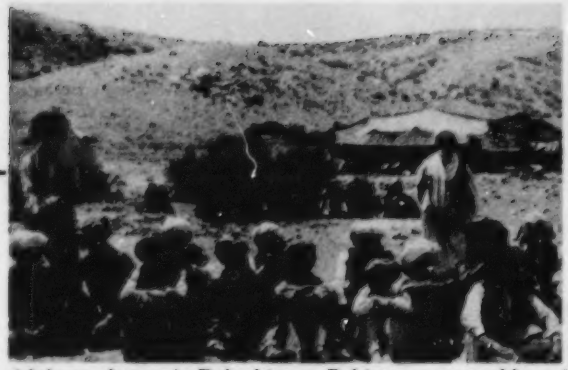
By far the largest number of Afghan refugees wait in Pakistan for eventual return to their homeland. But others have fled elsewhere. Those who crossed into Iran have found themselves in yet another turbulent environment. Many have also sought refuge in Europe and India.

Some of these refugees will seek resettlement opportunities in third countries. Those who will come to the United States will most likely be those who are educated and have lived in urban areas. In late December, 1980, the first 84 Afghan refugees entered the United States through the eased U.S. immigration regulations under the Refugee Act of 1980. That Act will permit approximately 1,000 Afghans to come to the United States in 1981, giving priority to former employees of American organizations whose lives would be in danger should they remain in Afghanistan. Many of the original 84 had been students and teachers at the Kabul University School of Engineering, which was heavily subsidized by the United States before the Soviet intervention.

Relief Efforts in the Pakistan Camps

The United Nations High Commissioner for Refugees has been working with the government of Pakistan to aid Afghan refugees since April 1979. After initial evaluation of the needs, UNHCR and the local government created a Humanitarian Assistance Program to aid an expected refugee population of about 185,000 between October 1979 and September 1980. The Soviet invasion required that original estimates be adjusted. A revised UNHCR appeal in July 1980 to the international community for aid to Afghan refugees called for $100 million. As of October 1, 1980, UNHCR had received and applied $49,545,310 toward this effort with an additional $35,478,000 applied directly through the World Food Program.

In addition to these two major efforts, other UN



UNHCR

Afghan refugees in Baluchistan, Pakistan, men and boys in front row, women and girls behind them.

programs are active in the camps in Pakistan. These include the UN Development, UNICEF, and the World Health programs. (For a list of private voluntary agencies working in the camps or providing monetary assistance, see page 58.)

These relief efforts offer three major services: food, shelter, health.

Food. The Pakistan government with UN support is distributing a daily per-person allotment of wheat, beans, oil, milk, sugar and tea, plus 50 rupees (US $5) per person per month to buy vegetables and other local goods.

Refugees endure cold winters, desert summers . . . and boredom

Shelter. Tents and tarpaulins are provided by the Pakistan Red Crescent Society and other voluntary agencies.

Health. A comprehensive health plan has been proposed by UNHCR and WHO which will include dispensaries; mobile medical units; medical scout teams to report needs for medical attention; public health agencies responsible for sanitation, water supply and drainage, and spray programs for fly breeding areas.

Plans are also underway for primary schools, using Afghan teachers whenever possible, in each of the refugee villages. Pakistan has a policy of open admission for refugee children in local schools wherever refugee populations are located in or near local villages. Plans also include vocational training for refugees and admission of Afghan university students to Pakistan universities with UNHCR scholarships.

Such relief plans acknowledge that this refugee situation may be long-term and may require services to provide for permanent settlement in Pakistan. These plans require continuing international aid and commitment and offer little hope for a quick or easy solution to this refugee problem. □

Refugee Review: Asia

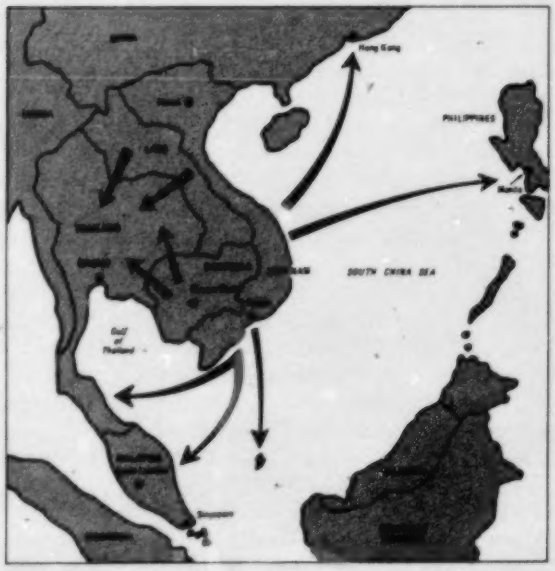
Indochina Refugees: No End in Sight

As 1980 drew to a close, any lasting political solutions in Southeast Asia that would allow refugees to return to their homelands seemed unlikely, in the foreseeable future. Relief efforts during the year underscored this pessimism by continuing to focus on resettling refugees permanently in third countries and improving camp life for those who remained.

These efforts found approximately 240,000 Indochinese receiving resettlement offers in 25 countries around the world during 1980 (see table, page 20). Although thousands of people continued to flee by land to Thailand and, to a lesser degree, by boat to the South China Sea, resettlement efforts helped to decrease the total refugee camp population in Southeast Asia by approximately 130,000 (see table on page 20).

Camp Populations

During 1980, camps in Malaysia and Indonesia (the "boat camps") saw their populations shrink much faster than the "land" camps in Thailand. There were several reasons: Rescue efforts that developed during the massive boat exodus from Vietnam in the previous years were in place and able to handle the smaller numbers coming by boat in 1980; host governments continued their vociferous demands for clearing the camps; the price extricated by Vietnamese officials for leaving by boat continued to increase. Only Hong Kong continues to harbor a large number of "boat people" in camp — over 33,000 at the end of the year.



Refugee routes, by land and sea.

The "land" people — those who sought freedom by fleeing across land to Thailand — offer another story. They are moving out of the camps at a much slower rate. Again, there are reasons. Some of the refugees now in these camps do not wish to be resettled elsewhere; they remain in camp awaiting hoped-for reunion with other family members or return to their homelands. Most remaining in the camps have less education and fewer transferable vocational skills than previous refugees from this area, making resettlement less attractive to the receiving country. Still others who might wish to come to the United States have very little chance of acceptance since they have no relatives in the U.S. nor did they work for the U.S. government in Southeast Asia — two criteria used for acceptance in the U.S. program.

Those who fled to Thailand in the wake of the Heng Samrin invasion into Kampuchea have still another problem. They are not technically registered as "refugees." This designation can be bestowed only by the host country of asylum, and Thailand has refused to do so. The government fears that many might choose to stay in Thailand, and the Thai economy can ill afford this. Also, the Thais suspect that many of those in these camps are part of the Pol Pot forces who make brief skirmishes across the border to fight and then return to Thailand for safety. Thailand fears that more official acknowledgement of their presence will provoke the Vietnamese forces into attacking Thailand. This did, in actuality, happen a few times during 1980, when Vietnamese troops fired into the border camps as warning. Thailand, thus, began repatriating some of the Kampucheans in June. It is not known if some of them were forced back; when UNHCR insisted on overseeing the repatriation efforts, the numbers acknowledging a desire to return home dropped significantly. UNHCR continues to take responsibility for coordinating the relief efforts in these holding centers, provided by UNICEF, the International Committee of the Red Cross, and other international relief agencies.

Refugee Processing Centers

Once the life-threatening crisis in Southeast Asia was contained, relief organizations began to seek ways to improve the efficiency of their operations and the quality of services the refugees were receiving. One result was the establishing of two refugee processing centers, one in the Philippines on the Bataan peninsula and one in Indonesia on the island of Galang.

These centers serve as "way stations" for many of the refugees now coming to the United States. Once refugees arrive in camp and are determined eligible for resettlement in the United States, many are sent to the RPCs to alleviate camp crowding and to await sponsorship offers and other final details of their processing. English language courses were set up in the RPCs, and orientation to American life is also being offered in daily classes. The refugees' stay in the RPCs is scheduled to be three months, but often is proving to be shorter.

Orderly Departure Program

Another breakthrough began in December — the Orderly Departure Program out of Vietnam. Since early 1979 the U.S. and Vietnam were in negotiations focusing on legal emigration directly from Vietnam to the United States. Recently procedures were established whereby both countries would present lists of acceptable names to UNHCR authorities in Thailand who would then assist with their movement. Initial lists presented by the U.S. documented several thousand names, but when coordinated with the Vietnamese list, only 1,700 names matched.

Camp population declines as refugees resettle; fewer flee from homeland

Beginning in late December the first of the 1,700 individuals arrived in the U.S. and by early February all had come in. After a temporary halt, work began on another Joint Working List. The U.S. office in Bangkok, which handles arrangements, has expanded and applications are now being accepted from those classified as "refugees" as well as "immigrants." It is hoped that, once the refugee camps are emptied, the Orderly

27 Months of U.S. Resettlement

By Resettlement Agency

Resettlement of Indochinese refugees in the United States, listed by the number of people assisted by each of 11 voluntary agencies and 2 states, in the 27-month period October 1, 1978 to January 1, 1981, within the "Long Range Program."

Voluntary Agency	Number Resettled
ACNS (American Council for Nationalities Services)	35,216
AFCR (American Fund for Czechoslovak Refugees)	6,771
BC (Buddhist Council for Refugee Rescue and Resettlement)	85
CWS (Church World Service)	33,978
HIAS (Hebrew Immigrant Aid Society)	9,265
IRC (International Rescue Committee)	26,737
IDHO (State of Idaho Program)	21
IRSC (Iowa Refugee Service Center)	2,071
LIRS (Lutheran Immigration and Refugee Service)	24,359
TF (Tolstoy Foundation)	4,799
USCC (United States Catholic Conference)	113,974
WRRS (World Relief Refugee Services)	11,437
YMCA (Young Men's Christian Association)	2,313
TOTAL	271,026

By State

Every state in the United States has participated in Indochinese refugee resettlement. Listed below are the total number of refugees from Southeast Asia in each state as of January 1, 1981.

Alabama	1,664	New Jersey	2,490
Alaska	154	New Mexico	1,954
Arizona	2,131	New York	9,890
Arkansas	1,795	North Carolina	2,997
California	81,048	North Dakota	539
Colorado	4,754	Ohio	4,023
Connecticut	2,958	Oklahoma	3,714
Delaware	138	Oregon	8,979
Florida	5,136	Pennsylvania	11,028
Georgia	3,551	Rhode Island	1,801
Hawaii	4,354	South Carolina	1,003
Idaho	536	South Dakota	648
Illinois	11,684	Tennessee	3,414
Indiana	2,533	Texas	20,230
Iowa	4,477	Utah	4,996
Kansas	3,002	Vermont	240
Kentucky	1,128	Virginia	5,887
Louisiana	3,936	Washington	12,351
Maine	503	West Virginia	458
Maryland	2,374	Wisconsin	3,586
Massachusetts	5,182	Wyoming	208
Michigan	5,244		
Minnesota	10,509	Dist. of Columbia	4,565
Mississippi	862	Guam	133
Missouri	2,807	Puerto Rico	1
Montana	763		
Nebraska	1,320		
Nevada	1,120	Total	271,026
New Hampshire	228		

Departure Program will provide an efficient and humane way for others to leave Vietnam.

Summary

The situation in Southeast Asia continues to be one of the world's major refugee problems with continuing needs for assistance from the international community. Thanks to the generous and humane reactions from the rest of the world, however, it has now moved beyond the critical stage that existed a year ago. People are no longer dying of starvation. But people do continue to risk their lives in escape, and should they make it to a refugee camp, their futures are unsettled and unsure. International aid and resettlement offers continue to be their only hope in day-to-day lives of routine existence. □

Indochinese Refugee Camp Populations

	Population End of 1979	1980 Arrivals	1980 Departures	Population End of 1980
Boat Camps				
Australia	149	—	22	127
Brunei	16	29	16	29
China	70	220	150	140
Hong Kong	55,078	14,000	36,000	33,078
Indonesia	32,406	7,200	35,600	4,006
Japan	1,254	1,050	640	1,664
Korea	166	—	97	69
Macau	3,408	2,300	3,050	2,658
Malaysia	34,927	20,000	41,500	13,427
Philippines	4,315	5,500	6,400	3,415
Singapore	886	10,000	8,200	2,686
Thailand	6,789	21,000	21,000	6,789
Other Countries	37	1	38	30
Boat Camps Subtotal	139,531	81,299	152,713	68,118
Land Camps*				
Thailand	141,191	45,000	106,000	80,191
Total	280,722	126,300	258,713	148,309

*Figures do not include Kampucheans fleeing Heng Samrin/Vietnamese invasion. This total estimated to be 150,000 in Thailand and 180,000 in camps within Kampuchea along the Thai border.

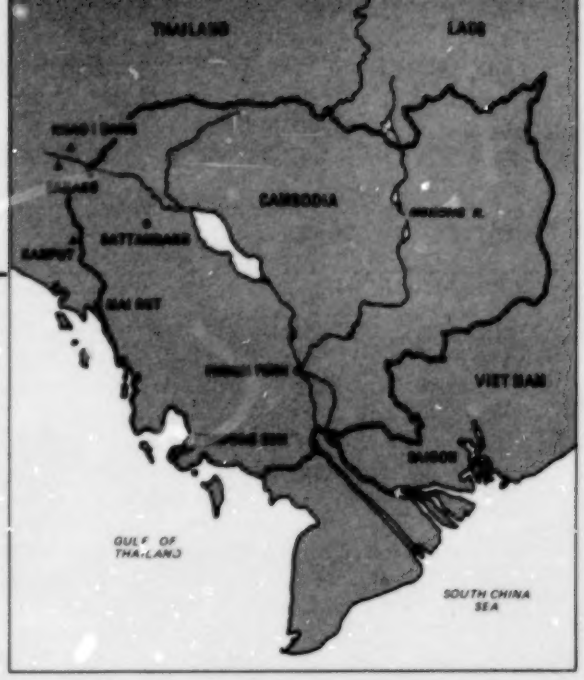
Countries of Resettlement for Indochinese Refugees
1980 — 1975-80 (6 Years)

	Resettled in 1980			Total Resettled in 1975-1980		
	Boat	Land	Total	Boat	Land	Total
U.S.A.	89,762	62,478	152,240	184,760	137,740	322,500
Canada	26,106	9,644	35,750	47,582	23,284	70,866
France	1,700	8,243	9,943	9,496	60,061	69,557
Australia	12,462	2,657	15,119	35,929	9,405	45,334
W. Germany	4,430	784	5,214	12,532	4,127	16,659
United Kingdom	6,518	166	6,684	12,203	1,003	13,206
Hong Kong	123	—	123	326	9,122	9,448
Switzerland	2,157	801	2,958	4,099	2,545	6,644
Netherlands	1,440	20	1,460	3,573	280	3,853
New Zealand	1,356	544	1,900	2,459	1,170	3,629
Belgium	178	505	683	1,100	2,380	3,480
China	40	2,447	2,487	41	2,547	2,588
Sweden	730	1	731	2,287	1	2,288
Norway	776	2	778	2,268	92	2,360
Malaysia	—	5	5	8	2,134	2,142
Denmark	614	5	619	1,610	305	1,915
Austria	672	213	885	973	482	1,455
Argentina	2	330	332	38	1,243	1,281
Spain	407	259	666	408	509	917
Japan	429	258	687	525	311	836
Israel	—	—	—	366	—	366
Ireland	—	—	—	212	—	212
Finland	15	—	15	115	—	115
Greece	43	—	43	95	—	95
Luxembourg	29	—	29	92	6	98
Brazil	—	2	2	66	2	68
Iceland	—	—	—	34	—	34
Laos	—	—	—	—	34	34
Paraguay	—	—	—	31	—	31
Other Countries	25	6	31	128	484	612
TOTAL	150,014	89,370	239,384	323,356	259,267	582,623

Totals based upon estimates for December 1980, reported figures for other months. Differences between 1980 resettled total and 1980 Departure total (other chart) is number leaving camps for RPCs in Philippines and Galang.

Refugee Report: Asia

Cambodia: Hope for a Future



"In summary, the worst of the Kampuchean crisis is now behind us — the patient is off the critical list — but the situation remains extremely fragile and still urgently requires continued external assistance, albeit on a sharply reduced scale. A serious retrogression and loss of gains of the past year is to be avoided. No country since World War II has come so close to dying as did Kampuchea last year." James Grant, Executive Director of UNICEF, at the December 10, 1980 Donors Conference.

The Cambodian* people have been saved from the famine, disease and economic prostration which one year ago threatened their very survival. With the assistance of a worldwide relief effort — unparalleled in history for its size and scope — Cambodia has begun the laborious work of reconstruction. Significant steps in this direction were taken during 1980, leading to guarded optimism for 1981. However, serious problems remain which only continued international assistance can overcome.

The international relief effort contributed more than $800 million in aid to Cambodia through multilateral, bilateral and private channels. The effort mounted by the United Nations agencies — led by UNICEF and the International Committee of the Red Cross — supplied approximately $500 million by the end of 1980. The countries which support the Heng Samrin government, particularly the Soviet Union and Vietnam, provided an estimated $200 million in assistance.

International relief gave more than $800 million in aid to Cambodia

Significant funds were also donated by the private voluntary agencies. Organizations like Oxfam, World Relief and others throughout the world raised funds totaling approximately $100 million. Most of these funds were channeled to Cambodia or Thailand in programs which were coordinated with the larger international operations.

The combined relief effort provided the Cambodian people with over 400,000 metric tons (2,000 kg.) of food (the U.N. agencies provided 250,000 tons) and tens of thousands of tons of agricultural supplies. In addition, medical supplies, raw materials needed to restart small scale factories, educational materials, four tug boats and 16 motor barges and more than 1,000 trucks and other vehicles were donated. By year's end, nearly one hundred foreign technical experts (not including Vietnamese) were based in Cambodia, many under the auspices of the international and private voluntary agencies.

In the United States, private citizens, civic organizations, church groups, trade unions, corporations and others contributed about $65 million through 1980. This is the largest sum ever raised by the private sector for an international emergency. Moreover, there was a remarkable degree of cooperation among the relief agencies in the fundraising effort which has never before been achieved. Cooperation also extended to American agency relief operations in Thailand and Cambodia.

The key to Cambodia's recovery lies in its agriculture, and it was in this area that the international aid programs made an extremely important contribution. In late 1979, after a decade of war, killing, social upheaval and famine, the Cambodian countryside was terribly devastated. Whereas before 1970 nearly 2.5 million hectares (one hectare equals 2.5 acres) were farmed and large amounts of rice exported, in 1979 no more than 700,000 hectares were planted. The meager harvest at the beginning of 1980 was exhausted by early spring, leaving Cambodia dependent upon international assistance.

By contrast, this year's harvest has been successful. A Food and Agriculture Organization (FAO) team which surveyed Cambodia just before the 1980 har-

*Cambodia was the word for the country until the recent adoption of "Kampuchea." "Cambodia" is used here because that is the term employed in the U.S. fund drive.

This report was written by Jeremy Mark of the staff of the Cambodia Crisis Center, Washington. The center was closed in December, 1980.

Cambodia *(Continued)*

vest reported that 1,190.8 million hectares of rice were under cultivation. The team estimated that Cambodia's food deficit during 1981 would be less than one-half of the previous year's shortfall.

The Cambodian people showed great determination in using the aid from the international community to bring about this remarkable agricultural recovery. Despite logistical and administrative difficulties, the U.N. organizations and voluntary agencies, along with Vietnam, supplied Cambodia's farmers with more than 70,000 metric tons of rice seed, as well as a vast array of agricultural implements and fertilizer. Throughout the spring these supplies were assembled in Bangkok and Singapore, then delivered to the ports of Kompong Som and Phnom Penh. From there they were moved by road, rail and air to the central ricegrowing provinces. More than 20,000 metric tons of riceseed, along with farming equipment, were supplied directly to farmers from the northwestern region who trekked to the "landbridge" distribution point at Nong Chan, on the Thai-Cambodia border.

In retrospect, the relief operation appears to have been a great success. But as the year progressed this was not always clear. In fact, the effort was surrounded by problems and controversy commensurate with the scale of operations, particularly over the question of food distribution.

The people showed determination to bring about remarkable agricultural recovery

Many of these problems simply reflected the magnitude of the crisis. One year ago Cambodia was a country beginning again. Its communications and transportation networks were nearly nonexistent. There were few trained personnel able to handle the myriad technical and administrative responsibilities required by such a large scale relief operation; skilled and educated people had been killed en masse by Pol Pot. Consequently, at every stage of delivery and distribution there were immense difficulties.

Initially the aid effort was slowed by inefficiency, inexperience and bureaucratic competition, as the authorities in Cambodia started work. By the beginning of 1981, however, assessments by international

UNICEF

A refugee family is reunited along the Thai border before beginning the journey back home to Cambodia.

agencies showed that most distribution troubles had been ironed out, that by and large food had been shipped to the areas of greatest need, in the necessary quantities.

Because of these initial problems it appeared during the early spring that much of the food sent to Cambodia may not have reached the countryside in adequate amounts, leaving the peasantry to fend for itself — foraging, fishing and growing vegetables for consumption and trade. This was particularly true in the northwest provinces, where thousands of people began to travel to the border to obtain rice. By mid-spring, the "landbridge" proved to be an important element in bolstering Cambodia's rural populace during the grain shortage.

At an international conference on Cambodian relief held in Geneva in May, western governments which were providing a significant proportion of the funding for the relief effort complained vociferously about the administrative, logistical and political problems which they believed were hampering the relief effort. Some of these complaints were quietly echoed to the Cambodian authorities by the relief organizations. The response was positive. As the spring and summer progressed, the Heng Samrin government took steps which ironed out many of the administrative problems, and the aid began to flow more smoothly. This became clear when the agricultural supplies needed by the farmers were distributed efficiently and quickly. The improved distribution also reflected the impact of the port and transportation equipment donated by the international community.

By the end of 1980 aid officials and journalists were reporting marked improvements in the health and nutritional status of the Cambodian people, although a very small percentage of children recently surveyed by UNICEF were classified as "severely undernourished." Many serious problems remain, particularly in the area of health. Although a rudimentary health clinic network has been established throughout much of the country, and some hospitals have been refurbished, much crucial health work remains to be done. Programs to combat malaria and tuberculosis — two very widespread diseases — have only begun recently, and there is still a severe shortage of trained medical personnel. Another problem relates to transportation. Some of Cambodia's main roads have been deteriorating steadily during the past years, and little has yet been done to repair them.

FAO estimates that Cambodia's food deficit before the autumn 1981 harvest will be between 118,000 and 218,000 metric tons, a deficit considerably less than that of 1979-1980. The agency projects that the international organizations will need to supply at least 75,000 tons of grain in order to help meet Cambodia's food requirements. Bilateral assistance from the Soviet bloc is expected to provide additional food.

If conditions do not deteriorate during 1981, it is possible that Cambodia will again become self-sufficient in rice after the end of year harvest. But this

By the end of 1980 marked improvements in peoples' health were observed

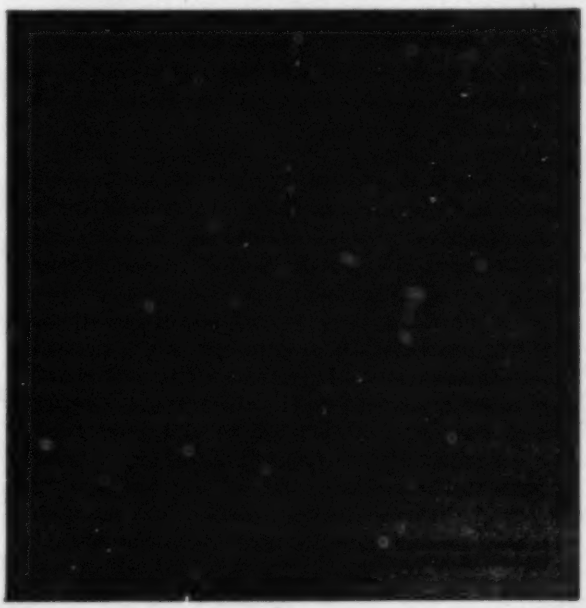
will require continued assistance to enable farmers to put large areas of untilled land back into production. The FAO estimates that at least one million more acres will be needed to achieve self-sufficiency. To meet this goal, the international community must contribute 20,000 metric tons of seed, as well as large amounts of fertilizers, pesticides and other commodities. The estimated cost of such an agricultural program will be $29 million. Among other U.N. sponsored programs will be emergency repairs to irrigation and seed production facilities and continuing the restoration of primary education and health care sites. Early estimates were that the total cost of the 1981 program for

UNHCR

Distribution of UN food supplies and household kits to returnees in Battambang Province, Cambodia.

Cambodia will amount to $236.4 million.

As the performance of the relief effort has improved, the criticism leveled at it has changed. At a December 10 meeting of donors in New York, at which $62 million was pledged, a number of countries objected to



Cambodia *(Continued)*

Food Support Makes Crops Possible

A team of experts from the United Nations Food and Agriculture Organization reported: "It appears that the increase of the rice production by almost 100 percent within one year was only possible due to the support given in food aid to the rural population."

the scope of projected international relief operations for 1981. Thailand's U.N. Ambassador stated that some programs — for example, fish net factories and the training of doctors, nurses, pharmacists and teachers — went beyond the "mandate" of providing emergency relief.

This criticism reflects a concern that the humanitarian programs are strengthening a government installed by an invasion which has been rejected by the majority of nations. It underscores the unresolved political conflicts which remain over Cambodia. During 1980, no substantial progress was made towards achieving a political solution in Cambodia. In many respects, the divisions within the international community over Vietnam's invasion have widened. Despite the fact that the U.N. in October overwhelmingly reaffirmed its opposition to Vietnam's invasion and continued to recognize Pol Pot's Democratic Kampuchea, Hanoi refused to moderate its policies. Rather, since its brief military incursion into Thailand in June, the immediate issue of contention has shifted from the occupation of Cambodia to the threat Vietnamese forces pose to Thailand's security.

On the other hand, China has maintained its commitment to Pol Pot's guerillas, who are primarily confined to the border area near Thailand. The Association of Southeast Asian Nations (ASEAN), comprising Indonesia, Malaysia, the Philippines, Singapore and Thailand, which sponsored the October U.N. resolution, appears uncertain how to pursue the next stage of its Vietnam diplomacy. Meanwhile, fighting continues in some areas, an estimated 200,000 Vietnamese troops remain in Cambodia, and the Heng Samrin government seems to be consolidating its control under Hanoi's aegis.

Given this complex tangle of clashing political and military interests, economic devastation and continuing food and health problems, the Cambodian people must be seen as truly heroic. In the face of all these difficulties they have survived with the assistance of the world community. Despite the many problems that remain, they appear to have passed the most difficult stage of their recovery, primarily because of their own efforts and the deep concern of people throughout the world. □

Refugee Review Asia

East Timor

A remote place, as far as world opinion is concerned, East Timor has been in turmoil since 1975. The island is at the eastern end of the Indonesian archipelago and 400 miles north of Australia. The size of Massachusetts, it was administered by Portugal until 1975 when that country gave up its colonial holdings. Indonesia, which already controlled the West Timor half of the island, moved soldiers in to take over. A local movement, Fretelin, fought for independence.

Originally populated by 600,000 people, it is thought by some relief officials that as many as 100,000 have died in fighting, reprisals by Indonesian troops, and by starvation.

Thousands fled into the mountains and other thousands gathered in resettlement areas, where aid, reluctantly admitted by the Indonesian government, was furnished by U.S. Catholic Relief Services and the International Committee of the Red Cross. The closest estimate on the number displaced is 100,000 at the end of 1980.

In 1980 the Portuguese government suggested informally that it might be willing to reassume responsibility for East Timor. However, no interest was shown by the government of Indonesia. Approximately 7,000 people from East Timor have made their way to Portugal; they do not have UN refugee status. A handful has also settled in Mozambique.

UNHCR Border Camps Save Khmer Lives

by Mark Malloch-Brown

It did not begin very well. A handful of us from the international and voluntary agencies in the late summer of 1979 were pleading with local Thai officials to be allowed to get through to the starving and sick Kampucheans massing on their country's border with Thailand. The officials were sympathetic. They knew better than we did the scale of the human disaster taking place just beyond where they would let us go.

But we all remembered that a few months earlier forty thousand Kampucheans who had sought refuge in Thailand had been pushed back. The officials were anxious not to embarrass their superiors by drawing international attention to these new concentrations. Equally, we did not want to force anybody's hand.

There were occasional breakthroughs. At the beginning of October I remember taking the first international medical team, an International Rescue Committee doctor and two nurses, through to where a huge group of Khmers,* skeletal in their hunger, were assembling just out of mortar range. The team was able to help the overworked Thai Red Cross. But these glimpses of the suffering just confirmed to us how much more there was to be done.

The frustration ended suddenly when in the middle of the month, the Thai Prime Minister, General Kriangsak Chomanan, after a visit to the border, announced a dramatic reversal of policy. The Kampucheans would be allowed temporary sanctuary in Thailand until the war and famine had abated. For UNHCR and our voluntary agency colleagues, the consequences were immediate. From having been held back on the fringe of the crisis, we were suddenly at its center. Thailand, its administrative and financial resources strained by the events on its border, was not ready to undertake the relief operation by itself. Therefore, UNHCR, typically a funding agency, assumed direct operational responsibility for the holding centers during this first phase of assistance.

Within a week of the prime minister's announcement, the Sa Kaeo holding center was opened, and three days later this muddy plot of land was home to 30,000 people. For the first relief workers, the task was staggering. Sick, starving people living on top of each other in grim unsanitary conditions. The best thing which could be said for the site was that it was well away from the border and the fighting. Relief workers battled the flooding, the primitive medical facilities, the shortage of potable water, the difficulties of feeding so many hungry people and the overcrowding. For a time, deaths reached 40 a day and the medical staff, at first mostly doctors and nurses drawn from the old refugee camps, worked around the clock. They were assisted by other unskilled volunteers. As a relief team we were not a promising lot. Amongst others were world travellers, Thai students, Bangkok wives — and for a crucial period some of their husbands too. However, for many it was a moment of self-discovery as they faced up to coping with suffering beyond anything they could have imagined. But they managed.

World travellers, students, wives and husbands from Bangkok join to save lives

It was Sa Kaeo with its haunting scenes of suffering which, through the media, brought home Kampuchean suffering to people in the west. Mrs. Rosalynn Carter visited it in its third week. And a wave of helpers, principally doctors and nurses, arrived in Thailand.

UNHCR

New arrivals at Khao I Dang.

*Khmer are the people of Kampuchea, as the country now is called, or Cambodia, as it used to be called. For camp locations, see map on page 21.

Mark Malloch-Brown was director of the Thai border camps for the UN High Commissioner for Refugees in 1979/80. He is now on special assignment in the region for the high commissioner seeking permanent solutions for refugees still in camps.

UNHCR Border Camps *(Continued)*

They were pouring in as we started the biggest of these emergency centers, Khao I Dang, in November. At one time there were over 400 foreign medical personnel working in the camp.

Khao I Dang at its peak held over 130,000 people. This gave it the second largest population of any city in Thailand. It was also for many months bigger than Pnomh Penh, the Kampuchean capital. This was not bad for a site which had been low-lying scrubland and paddy field; was served by a single asphalt road constructed for light border traffic; and, until deep wells were drilled, was for most of the dry season 60 miles from its only major water source. Later, a series of smaller, more secure centers were built to take half of Khao I Dang's residents.

The challenge of building and servicing Khao I Dang was considerable but a story less easily told was the effect this city had on the people who lived there and the people who worked there. For the Kampucheans, it was a haven, even if its impermanence and its hazardous security left its refugee occupants nervous and uncertain of the future. However, there was the opportunity of medical care, adequate food and beyond that of education. The Kampucheans quickly wrote the textbooks and put 30,000 children in school to make up for five years of no formal schooling.

Another part of the renaissance was dancing and music. The classical Khmer dancers became a picturesque feature of camp life; but possibly a more poignant experience was to walk at dusk down one of the hundreds of side streets, lined with bamboo and thatch houses, and come across families gathered to listen to a guitar player sadly strumming American pop-songs from the early seventies — from before Kampuchea was closed to the outside. Quaint and anachronistic possibly, but also a remarkable testament to the resilience of the human spirit.

Refugees organize camp life, including schools and classical Khmer dance

It was an experience that affected all who were involved in it. To see the creation of a human settlement from nothing which worked — not just physically but in a social way as well — was humbling and also inspiring.

UNHCR

Cambodian refugee orphans at tracing center in Khao I Dang camp.

This was not a city created over the span of time by the gradual pull of common interests. Kao I Dang was made by Kampuchean men and women determined to build a peaceful corner to retreat to from the chaos that had consumed them. For the volunteer nurse who had never been outside Denver until she came to Thailand with a relief agency, to others who knew more of the world, it was a unique privilege to have been there.

Khao I Dang was lucky to have so many educated Kampucheans to take on the organizing of the camp and their sheer ability quickly induced humility among the relief workers who had been all set to take on the burden of doing everything themselves. Each learned a lot about the other and, in the case of the relief workers, rather more about themselves.

The young Kampuchean children took to remarking how much they liked the foreigners but how these volunteers are always leaving to go home. And for most of the Khmers, of course, with still no political solution in sight, there are not yet homes to go back to. After the initial euphoria of escape, fears for the future are rife. Some, with families and close connections abroad, have left for resettlement in third countries; many more remain in the holding centers wondering what happens next. UNHCR continues, through negotiations with the appropriate authorities, to try and keep open the door of voluntary return to their homeland. For however remarkable a creation Khao I Dang may have been there is an essential purposelessness about it that cannot be overcome. For the farmer one season becomes like another. The cycle of planting and harvesting is lost. For the townsman, whose self-respect turns on a job and salary, there is a similar falling away of direction in life. A camp must be only a temporary solution. □

Refugee Review

Middle East

Cyprus

"Efforts to assist Greek and Turkish Cypriot refugees are now largely completed," according to the U.S. Coordinator for Refugee Affairs (August, 1980). The island was partitioned after 1974 fighting between the two ethnic groups.

An estimated 200,000 people were displaced, with 160,000 Greeks moving to the south part and 40,000 Turks going to the north side. United Nations efforts continue to resolve the island's political problems at the conference table.

Since the fighting, U.S. aid has totaled $117.5 million, through UNHCR, divided on a 4 to 1 basis. Other western governments have also contributed significantly, and Greece and Turkey have provided major assistance.

(Pop.: 620,000, size of Connecticut.)

Iran

The invasion of Iran by Iraq in September 1980 drove an estimated 1 million Iranians from their homes, according to a news service report in December. The refugees are housed in tents and assisted by Red Cross-related agencies.

Also refugees in Iran are 100,000 who have crossed over from Afghanistan where Soviet forces are fighting Afghan guerrillas.

Seizure of 52 American hostages in Tehran in November 1979 cut off Iran from many international sources of assistance, and cut off information about refugees.

(Pop.: 35 million, size of Alaska.)

Iraq

Iraq's invasion of Iran in September 1980 brought retaliation by Iranian planes which bombed Baghdad, the Iraq capital. Published reports have not disclosed whether people became refugees as a result of the air attacks. Apart from these thrusts, all the fighting has been on Iranian soil.

(Pop.: 12 million, larger than California.)

Israel

In addition to refugees from the Soviet Union and eastern European countries, Israel has provided a home for nearly 600,000 Jewish refugees resettled from Arab countries, most of them three decades ago, at the time of the Israeli war for independence.

The numbers, supplied by the Anti-Defamation League, are:

Morocco	260,000
Iraq	129,000
Tunisia	56,000
Yemen and Aden	50,552
Libya	35,666
Egypt	29,525
Algeria	14,000
Lebanon	6,000
Syria	4,500
	585,243

Lebanon

Years of fighting between Christian and Moslem, and between Christian factions, have cost countless lives and destroyed parts of the capital of Beirut and many buildings in the countryside. At June 30, 1980, UNHCR reported 400,000 as "internally displaced," a figure roughly half that of the previous year.

In the south a United Nations peace keeping force attempts to keep Palestinian and Israeli forces apart. UNRWA provides certain kinds of care for Palestinian refugees.

(Pop.: 3 million, smaller than Connecticut.)

A report on Palestine refugees is on page 37

UNRWA

Over 30 per cent of the 1.8 million Palestine refugees registered with UNRWA are under 15 years of age, most of them third generation refugees. (See page 37.)

Refugee Review

Europe and Canada

Austria

Austria is the destination of Eastern Europe's "car people," as a recent newspaper article* called them. Residents of Eastern European countries may travel by car to Black Sea resorts. Many subsequently cross into Yugoslavia and make their way to Austria. In 1979 Austria granted asylum to 3,200 refugees, with 90 per cent from Eastern Europe.

In addition Austria in recent years has resettled 400 from Chile, 250 from Indochina, and 200 from Argentina.

Austria continues to provide reception facilities for Soviet Jewish emigrees in transit to United States, Israel and other countries. Following a tightening of policy by the Soviet Union, the total of Jews emigrating via Austria was only 21,471 in 1980. (See "Soviet Union.")

*Christian Science Monitor, Nov. 25, 1980.

Belgium

UNHCR figures show 28,000 refugees in Belgium. Many of them have lived there a long time and are taking care of themselves. Belgium has resettled 2,739 from Indochina, and the government has offered homes to rescued "boat people" landed at Singapore.

Denmark, Norway, Sweden

These three countries rank among the top contributors to United Nations efforts to help refugees, when measured on a per capita basis. (Who helps the world's refugees? USCR, Oct. 1980.)

In a measure of 1979 contributions Sweden led the world with $3.44 per capita in contributions; Norway ($2.73) and Denmark ($2.61) were next.

As is true for many other nations, flag vessels of these countries are instructed to rescue "boat people" in distress at sea. In 1979 Denmark accepted 1,250 refugees, including 250 rescued at sea. Norway pledged to accept 3,000 from Indochina by Aug. 31, 1980. Sweden promised to admit 2,250 from Indochina in 18 months ending June 30, 1980.

Eastern Europe

Yugoslavia allows generally free emigration. The other Eastern European countries are restrictive in theory though they vary in practice. Hungary, Poland and Romania permit emigration for family reunification.

From 1973 to 1979, 45,700 persons entered the U.S. from Eastern Europe.

The governments of Poland, East Germany, Romania and the Soviet Union have permitted the emigration of some 100,000 ethnic Germans since 1976. Most went to West Germany.

The European Communities (EC)

Nine West European countries contributed to international aid for refugees through both EC contributions and their own national budgets. In 1979 the EC allocated a total of nearly $57 million for refugee and disaster relief worldwide. During the first half of 1980 the Community donated a total of $83.4 million for non-food aid emergency disaster relief.

UNHCR

Handicapped infant, with parents, resettled from Southeast Asia to Switzerland, one of the few countries accepting handicapped people.

France

Because of France's ties as former colonial power in Indochina, it has admitted an exceptional number of refugees from Southeast Asia. At the end of August 1980 France had resettled nearly 67 thousand, which was third highest in the world. (U.S.: 403 thousand; China: 266 thousand.) In addition France accepts approximately 1,000 refugees per year from Eastern Europe, Africa and Latin America.

Germany (Federal Republic of)

West Germany continues to receive large numbers of ethnic Germans from Eastern Europe and the Soviet Union. Often they have lived for generations in the east and some do not speak German. In 1978 the total was 70,000, a 20-year high.

In addition, the number of third-world nationals seeking asylum had grown to 100,000 in 1980. Noting that motives are often more economic than political, authorities have challenged most applicants.

In 1978 about 38,000 non-German refugees were admitted. Included were 33,000 Turkish and Pakistani nationals, 2,100 Chileans and 3,000 Indochinese.

An estimated 4,000 Afghan refugees have taken up residence in Germany.

Greece

Greece is a temporary asylum and transit center for refugees. The UNHCR office in Athens processes refugees from the Middle East for resettlement.

Some ethnic Greeks are returning

from long stays abroad, mostly in eastern European countries. Small numbers from Indochina have been resettled, and Greek flag ships have been advised to rescue boat refugees.

Italy

Italy has been important to international refugee relief efforts since 1946 as the location of a U.S. immigration service processing center.

Italy pledged to resettle 8,000 Indochinese refugees in addition to 900 "boat people" picked up by Italian vessels. Italy has given food to aid refugees in Somalia.

The Netherlands

The Netherlands has absorbed thousands of residents of Surinam, who have chosen Dutch nationality since Surinam's independence in 1975. It currently limits refugees to 750 per year. However in 1979 The Netherlands accepted 1,800 Indochinese. Dutch-registered vessels pick up "boat people," with guarantee of transfer to The Netherlands for resettlement.

Portugal

Portugal's principal role in assistance to the homeless since 1975 has been absorption of 500,000 to 700,000 residents of its former African colonies, principally Angola. Unemployment among returnees has averaged 20 per cent, twice the national average. Several thousand returned to Angola in 1978 and 1979.

An emerging problem is emigration of some residents of East Timor, former Portugese dependency in Southeast Asia. Indonesia annexed the island territory in 1975, and significant numbers now wish to emigrate. Portugal and Indonesia do not have diplomatic relations, and little progress has been made.

Soviet Jews

The Soviet Union permitted the emigration of 38,000 Soviet Jews in 1978 and about 51,000 in 1979. News reports indicate the authorities continue to receive large numbers of requests for exit permission. It is estimated that as many as 200,000 invitations to emigrate, from relatives abroad, are still held.

The climate was more difficult in 1980, following the Soviet move into Afghanistan, and U.S. counter measures, which included the boycott of the Olympic games in Moscow. The number of Jews permitted to leave dropped 58 per cent, to 21,471.

Departure is on the grounds of "reunification of families," and a request from a family member in Israel is required. Once they have left the Soviet Union and arrived at a transit camp in Vienna, many Soviet emigrants change destination. In 1980, 65 per cent of those Jews leaving decided to go to other countries.

The U.S., through INS and financial support of voluntary agencies, plays a major role in providing care. After departure the Soviet Government revokes citizenship and, as stateless persons, they then qualify for refugee status under U.S. laws. Because they leave with official Soviet exit permits, the refugees are not under UNHCR's mandate.

For a full discussion, see "Refugees Leave Soviet Union" by Bruce Leimsidor, HIAS, p. 35, 1980 World Refugee Survey, from U.S. Com. for Refs.

Soviet Armenians

Approximately 11,000 Armenians have been permitted to leave the Soviet Union and been accepted for immigration by the United States. The total in 1979 was 3,850 and another 7,000 were expected to go in 1980. Most of the Armenians had moved to the Soviet Union after World War II. They had found it hard to assimilate, and preferred to leave, many to Los Angeles, where many of the 450,000 Armenians of the U.S. now live.

Spain

By tradition, Latin American political refugees and emigrants have headed for Spain. An estimated 100,000 are settled in Spain, 24,000 as political refugees. Spain is a major destination for Cuban refugees, most of them bound eventually for the U.S. The U.S. immigration service has a processing center in Madrid. In 1979, 4,000 Cuban refugees arrived, and most have been processed for the U.S. Another group of refugees, 5,000 from Equatorial Guinea, remains largely unassimilated.

Switzerland

Though small in size, Switzerland has a refugee population of 24,000. In 1979 and in 1980 the country admitted 3,000 Indochinese.

Acceptance of hard-to-place refugees is part of government policy. Groups of handicapped have been accepted, and 800 Tibetans have entered over a period of years.

United Kingdom

The British government estimates that 153,000 refugees have come to live in the United Kingdom in the last 25 years. At the UN conference on Indochina refugees in 1979, which was held at the urging of Prime Minister Thatcher, the UK offered to accept 10,000 in UK and Hong Kong, where 50,000 "boat people" were then in camps.

Canada

Since World War II, Canada, with a population of 24 million, has accepted more than 350,000 refugees and displaced persons. Based on acceptance of refugees in the last five years, Canada has the largest concentration compared to population, rating just ahead of Australia and the United States.

In recent years Canada has resettled 7,000 from Chile and 7,000 Asians from Uganda. In March 1980 the government increased its target for Indochinese refugees for an 18-month period from 50,000 to 60,000.

In 1981 the government expects to take 16,000 refugees from all parts of the world.

UNHCR

Vietnamese refugees learn French in Canada.

Refugee Review

Latin America

Argentina

Of the 26,000 refugees reported by UNHCR, approximately 6,000 are from nearby countries and have been permitted to remain. The others are European refugees. The Survey counts 1,300 accepted from Indochina in its Resettlement Table; Argentina has offered homes for up to 5,000.

The crackdown of the military government on human rights has led many people to leave the country. In 1979 The Argentine Commission for Human Rights, a non-governmental group in Washington, estimated more than 250,000 from Argentina now live abroad — principally in Spain, Italy, Mexico and Venezuela. An additional 30,000 are reported to live in Brazil.

Argentina has a population of 26 million.

Costa Rica

Costa Rica has granted asylum to refugees from many countries in Latin America. The 1979 civil war in Nicaragua brought 45,000 to Costa Rica; many have remained. In 1980 many thousands from El Salvador have sought refuge. In addition, in 1980 the country accepted 300 from Cuba, and others for transit from the Peruvian embassy in Havana.

Cuba

Since the victory of Fidel Castro in 1959, one of the largest refugee movements in history has originated from Cuba. The total who left now numbers more than a million, out of a population of 9.5 million.

Before 1980 approximately 700,000 had resettled in the United States; many others resettled in Spain and elsewhere.

In April 1980 crowds of Cubans, eventually 10,000, pushed their way on to the grounds of the embassy of Peru in Havana, requesting asylum. In the ensuing effort to get the refugees out, some went to Costa Rica. Just as negotiations were in progress, Castro invited Cuban-Americans in the U.S. to come get their relatives and others who wanted to leave; he termed them "trash."

An unprecedented flotilla of small boats went from Florida to Mariel, harbor for Havana, and in several weeks of trips to Florida moved 125,000 Cuban refugees. Of these the Castro government selected a large number from jails and hospitals and from among "troublemakers."

The U.S. hastily organized a resettlement effort which included opening former military camps used to process Indochinese refugees in 1975. At the end of the year 6,000 were still to be placed in resettlement locations.

Cuba has accepted some 3,000 refugees, notably people leaving Chile.

Chile

Following the right wing military coup of 1973, an estimated 80,000 Chileans fled their country.

"Chilean policy is to deny reentry to political exiles who might conceivably cause trouble," notes the U.S. Coordinator for Refugees. Chile has accepted only a few refugees from other countries.

Wide World Photos

Soldiers stand near refugees temporarily camped in the patio of a city hall in a community near the capital of El Salvador. About 100 people fled the countryside, where guerrillas and army had fought battles, in March 1981. Thousands of people are displaced within the country by the continuing conflict.

El Salvador

The conflict between government forces and armed guerrillas grew in violence throughout 1980. More than 10,000 people were killed in assassinations or fights between government forces and guerrillas.

For five decades the government had been controlled by a small number of families which owned most of the land and other wealth. A junta brought into power by the military in 1979 promised reform, including distribution of land to the peasants. In 1981 the Reagan administration charged that Soviet bloc countries supply arms to guerrillas, and increased United States' military aid.

As a result of the fighting and threats of assassination, thousands have fled. UNHCR and other agencies estimate that between 80,000 and 90,000 people fled to: Honduras (30,000), Nicaragua

(7,000), Costa Rica (5,000), Belize (4,000), Panama (1,000) and Mexico (est. 40,000). Another 100,000 are estimated to be "internally displaced."

Estimates on the number in the United States run in the hundreds of thousands, from earlier movements as well as the present crisis. Published reports (March 1981) said the U.S. was deporting "illegal" Salvadoreans captured at the border without advising them of their rights to apply for political asylum (see article, page 50). Many U.S. organizations have protested in Washington against deportation of Salvadorans, maintaining that refugees returned to El Salvador are subject to reprisal.

A country of 4.5 million people, one of the poorest in the Americas, El Salvador is the size of Massachusetts.

Guatemala

A repressive regime in Guatemala has led many to leave the country for refuge elsewhere, including the U.S., where the reception has often been the same as for many Salvadorans — deportation.

Amnesty International reported in February 1981 that nearly 5,000 people had been seized and killed since 1978, with the government implicated in many of the killings. Guatemala is the size of Tennessee, with 6.6 million population.

Haiti

The poorest and most overpopulated country in the hemisphere, Haiti has an authoritarian government which deals harshly with critics. Thousands have left, to land illegally on neighboring Caribbean islands and the United States coast. During 1980 approximately 12,400 landed in the U.S., coinciding much of the time with the arrival of "boat people" from Cuba.

The U.S. government has argued that most arrivals are economic migrants, not political refugees. Immigration and Naturalization Service has been reviewing the cases individually, and a few hundred have been granted asylum. However, the rest are "in limbo," pending court decisions. Meanwhile, arrival of Haitians on small boats continues, most of them landing in Florida, where the Haitians are placed in detention camps.

The administration has declared arrivals from Haiti "entrants/status pending," just as it did for those from Cuba. Congress will make the decision on their eventual status.

Nicaragua

Civil war raged in 1978 and 1979, ending in the overthrow of President Somoza. He fled to Paraguay where he was assassinated in 1980.

"Out of a total population of not more than 2.5 million, 150,000 were killed or wounded, some 100,000 became refugees and half a million were forced to abandon their homes," reported the UN high commissioner. Estimated cost of reconstruction was $580 million. Nicaragua is the size of Wisconsin.

In 1980 most of the refugees returned from neighboring countries, many with help from UNHCR. More than 100,000 Nicaraguans are believed to be in the U.S., mainly in California and Florida.

An article on "Cubans and Haitians: The U.S. as Country of First Asylum" appears on page 50.

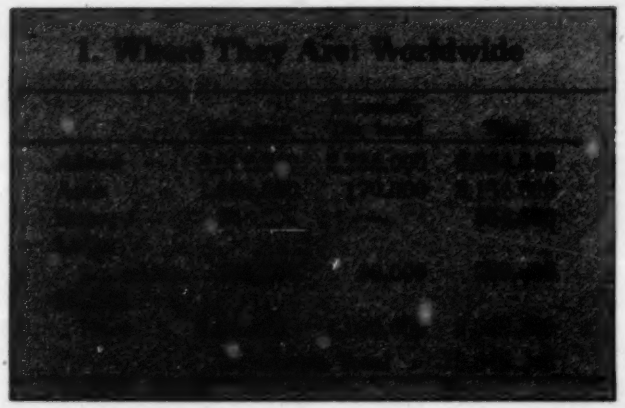
1981 World Refugee Statistics

Africa

COUNTRY OF ASYLUM / COUNTRY OF ORIGIN	NUMBER[1]
ALGERIA	52,000
Western Sahara, various	
ANGOLA	73,000
Namibia, South Africa, Zaire	
BOTSWANA	3,400
Various	
BURUNDI	234,590
Rwanda	
CAMEROON	266,000
Chad	
CENTRAL AFRICAN REPUBLIC	7,000
Chad	
DJIBOUTI	42,000
Ethiopia	
EGYPT	5,000
Various	
ETHIOPIA	
Sudan	11,000
Int. Disp.	1,800,000
GABON	30,000
Equatorial Guinea	
KENYA	3,500
Ethiopia, Rwanda, Uganda, various	
LESOTHO	10,000
Various, mainly South Africa	
NIGERIA	110,000
Chad	
RWANDA	10,150
Various	
SENEGAL	5,000
Various	
SOMALIA	1,540,000
Ethiopia	
SUDAN	490,000
Chad, Ethiopia, Uganda, Zaire	
SWAZILAND	10,000
South Africa	
TANZANIA	
Burundi, Uganda	140,000
Int. Disp.	10,000
UGANDA	
Rwanda, Zaire, various	112,400
Int. Disp.	265,000
ZAIRE	400,000
Angola, Uganda, Zambia	
ZAMBIA	33,500
Angola, Namibia, various	
ZIMBABWE	660,000
Internally Displaced	
Other Countries	800
Total Refugees	3,589,340
Total Int. Disp.	2,735,000
Africa Subtotal	6,324,340

Sources "On Request"

Sources of particular statistics are available by writing: U.S. Committee for Refugees, 20 West 40th St., New York, N.Y. 10018. Please enclose stamped, self-addressed envelope.



Asia, Oceania

COUNTRY OF ASYLUM / COUNTRY OF ORIGIN	NUMBER
BHUTAN	6,000
Tibet	
EAST TIMOR	100,000
Internally Displaced	
HONG KONG	33,100
Vietnam	
INDONESIA	4,000
Vietnam	
INDIA	85,000
Afghanistan, Tibet	
JAPAN	1,700
Vietnam	
LAOS	
Kampuchea	10,400
Int. Disp.	70,000
MACAO	2,600
Vietnam	
MALAYSIA	13,400
Vietnam, Philippines	
NEPAL	15,000
Tibet	
PAKISTAN	1,399,200
Afghanistan	
PAPUA NEW GUINEA	1,000
Indonesia	
PHILIPPINES	3,400
Vietnam	
SINGAPORE	2,700
Vietnam	
THAILAND	382,000
Kampuchea (holding centers)	*145,000*
Laos, Kampuchea, Vietnam	*117,000*
Kampuchea (border area)	*120,000*
VIETNAM	35,000
Kampuchea	
Total Refugees	1,994,500
Total Int. Disp.	170,000
Asia and Oceania Subtotal	2,164,500

Europe

COUNTRY OF ASYLUM	NUMBER[1]
AUSTRIA	23,000
BELGIUM	28,000
FRANCE	78,000
GERMANY (FRG)	70,000
GREECE	4,000
ITALY	14,000
NETHERLANDS	5,000
NORWAY	3,000
PORTUGAL	7,600
SPAIN	20,000
SWEDEN	13,000
SWITZERLAND	24,000
UNITED KINGDOM	63,000
YUGOSLAVIA	2,000
Europe Subtotal	354,600

[1]Statistics on refugees come from governments as reported to the UNHCR prior to its conference on aid to African refugees, of April 1981. Statistics on "internally displaced" come from governments, or other sources, such as U.S. Coordinator for Refugee Affairs. Only countries with 1,000 or more are individually listed.

[2]Countries of origin for these refugee populations are not reported by UNHCR.

In an effort to show only refugees who are still seeking a permanent home, the UNHCR figures for particular countries have been reduced by the number permanently resettled by that country through UNHCR from Indochina and Latin America, over a 6-year period. See "Six-Year Resettlement Chart" and "A New Way of Reporting Statistics" on page 33.

Latin America

COUNTRY OF ASYLUM	NUMBER[2]
ARGENTINA	26,000
BELIZE	6,000
BOLIVIA	500
BRAZIL	25,000
CHILE	2,000
COLOMBIA	2,000
COSTA RICA	13,400
CUBA	3,000
DOMINICAN REPUBLIC	3,300
ECUADOR	600
EL SALVADOR	50,000
Internally Displaced	
HONDURAS	33,000
MEXICO	46,000
NICARAGUA	7,000
PANAMA	2,000
PARAGUAY	1,200
PERU	600
URUGUAY	2,000
VENEZUELA	16,000
Total Refugees	189,600
Total Int. Disp.	50,000
Latin America Subtotal	239,600

Middle East

COUNTRY OF ASYLUM / COUNTRY OF ORIGIN	NUMBER
CYPRUS	200,000
Internally Displaced	
IRAN	
Afghanistan	100,000
Int. Disp.	1,000,000
LEBANON	
Various	2,900
Int. Disp.	400,000
PALESTINE REFUGEES Assisted by UNRWA	
East Jordan	716,400
Gaza Strip	368,000
Lebanon	226,500
Syria	209,400
West Bank	324,000
	1,844,300
YEMEN, ARAB REP. OF	15,000
Democratic Yemen	
Total Refugees	1,962,200
Total Int. Disp.	1,600,000
Middle East Subtotal	3,562,000

2. Where They Come From

Detailed information on "country of origin" of refugees is available only for Africa.

AFRICA	
Angola	18,000
Burundi	141,000
Chad	396,000
Equatorial Guinea	30,000
Ethiopia	1,967,000
Namibia	50,000
Rwanda	334,590
South Africa	15,200
Sudan	11,000
Uganda	188,500
Western Sahara	50,000
Zaire	277,000
Zambia	1,800
Zimbabwe	100
Various	109,150
TOTAL	**3,589,340**

For the following continents, these principal sources of refugees are listed; totals for the whole population do not tally.

ASIA	
Afghanistan	1,519,200
Indonesia	1,000
Kampuchea	310,400
Laos	105,000
Tibet	86,000
Vietnam	60,900
EUROPE	
U.S.S.R.	15,100
LATIN AMERICA	
El Salvador	89,000
MIDDLE EAST	
Palestine	1,844,300
Democratic Yemen	15,000

3. Six-Year Resettlement: 1975-80

In an attempt to limit statistics of "refugees" to those persons still in need of permanent homes, World Refugee Survey has removed resettled people from country statistics and lists them here. Principal population groups represented are Indochinese, Latin Americans, and Soviet Jews. Years are 1975-1980. Only countries with 500 or more are listed. The total of all, including the under 500 countries, is 1,150,000. Because of the difficulties of reporting, this total is less than the actual number of resettled persons, worldwide. (See also Table 3 on page 41).

U.S.A.	677,000	Austria	4,300
China	265,000	New Zealand	4,100
Israel	105,700	Belgium	3,900
Malaysia	102,100	Argentina	2,800
Canada	84,100	Norway	2,700
France	72,000	Denmark	2,300
Australia	51,200	Romania	1,200
Germany (FRG)	32,100	Spain	1,100
U.K.	27,600	Italy	900
Tanzania	26,000	Chile	800
Hong Kong	9,400	Japan	800
Switzerland	7,500	Cuba	700
Sweden	7,300	Mexico	700
Netherlands	4,700		

A New Way of Reporting Statistics

In this edition of the World Refugee Survey, statistics are organized differently from editions of the past. Formerly the total of refugees and displaced persons requiring assistance included those who had resettled in third countries, for reasons described below. The editors have tried to separate out the resettled refugees to provide a total which represents only those in need of a permanent home.

Refugees and displaced persons in need of help are listed in two ways: Table 1. Where They Are on page 32 and Table 2. Where They Came From on this page. Refugees who have resettled are totaled, for six years, in Table 3. Six-Year Resettlement Totals on this page.

The Office of the United Nations High Commissioner for Refugees (UNHCR) lists resettled people as refugees until they acquire a new nationality. This is a precaution in the event a person requires legal protection from UNHCR. However few resettled refugees ever require assistance again from the UN. For this reason, Survey editors have, so far as possible, removed them from the list of refugees who still need help and placed them in a separate table.

One effect is an apparent reduction in the worldwide total of refugees and displaced persons. This Survey reports 12.6 million still in need. The 1980 Survey reported 16 million, but the editor noted that 3 million of these had already resettled.

The principal source of statistics is UNHCR. The definition of "refugee" most used by governments and international agencies is one worked out three decades ago by the United Nations and applied by UNHCR. The main elements of this definition* are that the person is outside his or her country of origin and has a "well-founded" fear of persecution if he or she returns.

In certain instances, on request from the government concerned, UNHCR also assists "displaced persons" who have been forced to move within their own country but have not crossed a national boundary.

Though most statistics come from UNHCR, Survey figures are also drawn from other sources. One large group — 1.8 million Palestine refugees — is assisted by a separate organization, United Nations Relief and Works Agency (UNRWA). Other examples of refugees and displaced persons not included by UNHCR but included in the Survey are Soviet Jewish refugees and displaced people such as those on the island of East Timor. A list of sources will be provided without charge by writing U.S. Committee for Refugees, 20 West 40th St., New York, N.Y. 10018.

The figures here are likely to be understated rather than the reverse. UNHCR may provide help to refugees only when requested to do so by a national government. Sometimes, for reasons of their own, governments do not ask. Or, refugees themselves sometimes fear consequences if they register and decide not to do so.

The U.S. Committee for Refugees published its first worldwide total in 1961 — 15 million, as of June 30. Since then numbers have ranged from 8 million (1964) to 18 million (1970) with the average at 14 million.

Over the two decades the focus of assistance efforts has moved from place to place in trouble spots of the world. In the year past, much progress was made in reducing refugee totals in Southeast Asia, but in the meantime new thousands fled in the Horn of Africa and in the mountainous reaches of Afghanistan.

*The U.N. convention on the status of refugees defines a refugee as any person who "...owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership in a particular social group or political opinion, is outside the country of his nationality and is unable, or owing to such fear, is unwilling to avail himself of the protection of that country, or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or owing to such fear, is unwilling to return to it."

Helping Refugees

UNHCR: Protecting, Providing

A century ago a person who fled in fear to another country expected no special help and faced difficulties pretty much alone. While flight is never without pain and peril, the refugee today can count on assistance, in most cases, from a variety of international agencies formed by governments or voluntary groups such as churches.

The chief source of assistance, and of reassurance, is the Office of United Nations High Commissioner for Refugees (UNHCR). Founded 30 years ago by the United Nations General Assembly, UNHCR has grown from a handful of employees and a budget of a quarter of a million dollars to a worldwide agency with representatives in over 80 countries and a staff of 1,700, with the aim of raising $500 million needed to assist refugees in 1981.

UNHCR acts to help persons uprooted as a result of war, social strife or persecution for reasons of race, religion, nationality, membership of a particular social group, or political opinion. As a rule, UNHCR concerns itself with victims of man-made disasters who are outside their country of origin and cannot avail themselves of its legal protection. In special circumstances, at the request of the General Assembly and of the UN Secretary-General, UNHCR also undertakes special humanitarian tasks for which it is specially qualified. Some of those assisted are "internally displaced" within the borders of their own countries.

UN High Commissioner for Refugees Poul Hartling and UN Secretary General Kurt Waldheim.

The UN agency has two main functions — international protection of refugees and the promotion of durable solutions to their plight; material assistance is provided awaiting such solutions. Protection involves promotion of generous asylum policies and adoption, in law and practice, of the principle of asylum, banning forcible return. UNHCR also acts to guard rights in employment, education, freedom of movement and access to social services.

Along with essential protection, UNHCR applies its funds, at the request of the government concerned, to projects which usually have support from a variety of other sources. At first UNHCR is called on to provide immediate relief — food, medical supplies and shelter. But the aim is always on durable solutions — voluntary return home, settlement in the country of asylum, and the last and least desirable option — resettlement abroad.

Throughout 1980 — as the contents of this World Refugee Survey confirm — the various refugee situations, on all continents, evolved into greater numbers and complexity. Although perhaps not explicitly mentioned in reports of the Horn of Africa (Somalia, Djibouti, Ethiopia), of Pakistan, of Southeast Asia, of Cuban "boat people" and of El Salvador, the UN is there in the form of the Office of the High Commissioner. The details of its continuing efforts, grounded

Assistance for Africa

During the last decade the number of refugees in Africa has grown from 750,000 to well over 5 million — representing about half of the world's refugee population. They have fled to neighboring countries where poor economic conditions, drought and famine have often combined to make survival difficult — both for refugees and the local people.

In conjunction with the Organization of African Unity, the United Nations convened an "International Conference for Assistance to Refugees in Africa" (ICARA) in April, 1981. The goals were to get more government resources earmarked to help, to stress voluntary repatriation and to plan economic assistance for resettlement in place.

Symbols of the UN and UNHCR.

in three decades of experience, are given in a variety of published materials which may be had from UNHCR offices whose addresses are given on page 58.

Amid reports of mounting budgets for humanitarian relief, and mounting numbers of homeless men, women and children, the reader/citizen needs to be reminded that these complex efforts have borne fruit in helping people start over again. Ask some of the million who have been resettled from Indochina, or inquire of the returnee in Zimbabwe, after peace came!

Working in the same locations with UNHCR, more than 200 voluntary agencies employ 1,600 international staff, in 80 countries, to assist refugees. For example, 55 are active in Thailand, and 22 are assisting in Somalia.

Equally significant is the cooperation of other UN agencies — Children's Fund, World Food Programme, Development Programme, and Disaster Relief Organization — and the vital partnership in resettlement of Intergovernmental Committee for Migration (see page 36).

Though organizations assume responsibility for aid to refugees, in the end it is individuals whose efforts count for so much in caring for the homeless. As High Commissioner Poul Hartling puts it, "The hospitality offered by one human being to another, by one family to another, is the vital foundation of the fragile edifice of international solidarity with the uprooted. The ultimate goal of this solidarity is to give refugees a new hope, a new existence, and above all, a new dignity. When human dignity is violated, refugees are created; when refugees are helped, human dignity is restored."

UNHCR's Nansen Award Given to Venezuela Aid Official

The Nansen Medal, given annually by UNHCR for outstanding service to the cause of refugees, was presented to Mrs. Maryluz Schlecter Paredes in ceremonies held at the Palais des Nations in Geneva on October 22.

Mrs. Schlecter Paredes, director-general of the Venezuelan branch of the International Social Service (ISS), will use the $50,000 accompanying the medal to underwrite a special project she has developed for assisting young refugee children and their mothers.

Mrs. Schlecter Paredes has distinguished herself by the commitment she has shown to all categories of refugees, especially the aged and children. As head of ISS in Venezuela (UNHCR's operating partner in that country), she has helped thousands of refugees obtain economic and social integration into her country, has helped many receive scholarships, has promoted family reunification, and has also assisted many in their voluntary repatriation. Under her direction, ISS has organized the placement of aged and handicapped refugees in homes in Venezuela and has provided professional counseling widely acknowledged as outstanding in quality.

In presenting the award, Poul Hartling, United Nations High Commissioner for Refugees and chairman of the Nansen Committee, also recognized the role of Latin America in developing the concept of asylum and the increasing importance of the work of voluntary agencies on that continent.

The Nansen Medal is named for the Norwegian scholar and explorer, Dr. Fridtjof Nansen, a pioneer in the field of international humanitarian aid who became League of Nations High Commissioner for Refugees over half a century ago.

Helping Refugees

ICM: Moving Refugees, Planning Migration

Reflecting the global quality of its work, the Intergovernmental Committee for European Migration (ICEM) officially dropped the "European" designation and changed to Intergovernmental Committee for Migration (ICM) in November.

Along with this change in 1980 came the greatest level of activity ever undertaken by ICM. Over 283,000 people were transported to new homes by ICM chartered flights or on commercial flights arranged by ICM. This reflected an increase of 40,000 over the preceding year. With the steadily increasing numbers of refugees and migrants needing its help, ICM will move its 3 millionth person in 1981, reflecting 30 years of service to international humanitarian relief.

1980 Highlights in Refugee Movement

Southeast Asia: As the only intergovernment organization with operating staff in Southeast Asia, ICM continued to fill a unique role. It handled the movement of nearly 221,000 refugees out of the camps to new homes in 57 countries, on commercial and charter flights. ICM return flights continued to carry relief supplies and personnel to help in the camps. It also operated reception and transit centers for arriving Indochinese refugees at San Francisco, Los Angeles, and Seattle. ICM continued to oversee medical screening of refugees. Its language training staff contracted to teach French in a camp outside Bangkok for refugees destined for Quebec, and at year's end plans were under consideration for introducing German language training.

Once the refugee processing centers opened in the Philippines and in Indonesia, ICM arranged flights and boat movement between the camps in Thailand and these centers. In 1980, ICM moved some 27,000 refugees out of the camps into processing centers on the first leg of their journey to the United States or other receiving countries.

Cuba and Haiti: When hundreds of Cubans sought asylum inside the Peruvian Embassy compound in Havana last April, ICM was able to ease the problem. ICM moved these asylum-seekers by airlift to Costa Rica where plans for resettlement were to be coordinated by immigration officials from the various countries offering asylum. The airlift was soon terminated abruptly by Fidel Castro when Cubans were forced, instead, to leave for Florida by boat out of Mariel.

ICM's role in the Cuban crisis then changed. At the request of the U.S. government, ICM established offices in four holding camps for Cuban entrants in the United States, as well as in Miami. ICM handled transportation to sponsors, statistical compilation, and special services for the Cubans, as well as interviewing and placement attempts in cooperation with United Nations High Commissioner for Refugees for several thousand Cubans who were willing to be considered for third country resettlement.

On an emergency basis, ICM also provided food services for Haitian entrants in Florida.

Other 1980 Highlights

ICM also provides research and recruitment services for developing countries seeking to fill manpower shortages through planned migration.

Transfer of Technology through Human Resources Program: Transfers highly qualified people from Europe to Latin America. These migrants meet needs of the economy and serve as professors, teachers, and instructors. Since 1964, ICM has recruited, processed and moved some 26,000 persons from Europe to developing countries, principally in Latin America.

Return of Talent Program: At the request of interested governments, this program facilitates return of qualified Latin Americans from the developed countries, principally in Europe. The principal purpose is to help these developing countries combat the "brain drain" often caused when individuals studying or working in a foreign country choose to remain there.

Regional Development Activities: ICM also provides advice and assistance to countries wishing to use planned migration within geographic regions. For example, ICM is working with three countries of the Andean Pact group — Colombia, Ecuador, and Venezuela — to establish cooperation in the migration of manpower.

Seminars: ICM holds international seminars on adaptation and integration of permanent migrants every two years in Geneva. The topic for the seminar scheduled in April 1981 is "Migrant and Refugee Women."

A regional labor migration conference will also take place in the spring in Panama, and a special ICM Council session on Technology Transfer through Human Resources will take place in Geneva in July.

Helping Refugees

UNRWA: A Generation of Uncertainty

Most people in today's world receive education and social welfare services from their governments. For the estimated 1.8 million Palestinian refugees in the Near East, there is no one government. They are scattered in refugee camps and among the cities in five geographical areas under four different national governments. They receive their support services, instead, from the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), which was established in 1950 to help save Palestinian refugees from starvation and distress.

UNRWA was established as a temporary organ of the United Nations General Assembly. Its mandate has, however, been renewed periodically, and now extends to June 30, 1984. It provides services for registered Palestine refugees, defined as "persons or descendants of persons whose normal residence was Palestine for a minimum of two years preceding the Arab-Israeli conflict in 1948 and who, as a result of that conflict, lost both their homes and their livelihood." Originally they numbered about three quarters of a million. But that number has expanded. A generation has grown up in these camps. Children of the original group of refugees are now the adults of the population, and no solution will come for their own children until the Palestinian question is resolved. They live, both in and out of camps, in the Gaza Strip and the West Bank, east Jordan, Lebanon, and the Syrian Arab Republic.

By 1958, the "permanent" nature of this crisis was acknowledged; governments around the world were no longer asked to give money for possible reintegration projects, but, instead, funds were requested to underwrite programs capable of supporting substantial numbers of refugees for long periods. These programs joined the relief and rehabilitation services already in place and continue today in an attempt to establish as much stability as possible in a very unstable environment. Sporadic fighting in various regions often interrupt day-to-day activity.

UNRWA Services

UNRWA projects a budget of $231 million for 1981. Most will come through voluntary donations from governments. Since UNRWA's beginning, 105 countries have supported its work. The largest single contributor during its first 30 years has been the United States, having given a total of $868.2 million over the years. Other large contributing countries include the United Kingdom, the European Economic Community, Sweden, Canada, Germany, Japan, and Saudi Arabia.

Education and Training: More than half of UNRWA's budget is spent on education and training. In 1981, that total is projected to be $137.4 million. A broad education program includes 635 elementary and preparatory schools, seven vocational and four teacher-training centers, subsidies for 7,000 pupils in secondary education, and a university scholarship scheme. Some 339,000 refugees are currently benefiting from these services.

Relief Services: In 1981, UNRWA expects to spend approximately $47.2 million to provide basic food rations to approximately 832,000 persons. These are special hardship cases, often single parent families unable to survive on their personal incomes.

Health Services: An estimated $37.1 million will provide health services to any registered refugee through 99 UNRWA clinics and health centers, government and private hospitals.

UNRWA has headquarters in Vienna, a representative's office at the United Nations, New York, and six offices in the Near East. In addition to the monies provided by governments, UNRWA receives support from UN agencies, private charitable and relief organizations, and individuals.

Helping Refugees

UNICEF: Also Helping Those Outside Camps

Most of the world's refugees are in countries which are impoverished, low in "gross national product per capita," as economists put it. A consequence is that sometimes international aid given to refugees — meager as it may be — improves their lives to a level above that of the surrounding population. For this reason in some countries the UNHCR has decided to make the same services available to the local population; this also helps to establish ties between the refugees and the local inhabitants.

A UN agency whose job is assisting the whole population is UNICEF, the UN Children's Fund. Helping children and women, UNICEF brings its resources to refugees, but stresses that much larger numbers, outside camps, often require the same help.

In January 1981, UNICEF executive director James P. Grant told a special meeting of its executive board that emergency measures were required to help a total of *20 million people* in nine African countries. Of these only 3 million have the designation of refugee, and another 3 million are designated "internally displaced." The remaining 14 million he called "otherwise affected" — "by drought, civil war, political chaos and mass influx of refugees."

"International assistance has been far more readily available for refugees — defined as those who crossed borders — than for equally affected persons remaining in their countries who have been displaced from their traditional home area or live in acute distress in their villages," Mr. Grant maintained.

"A mammoth tragedy, still worsening in many respects, is afflicting Africa," he stated. The UNICEF statistics came from nine African countries with the most severe problems — Ethiopia, Somalia and Djibouti in "The Horn"; Sudan, Chad, Central African Republic and Uganda; and Angola and Zimbabwe in the south.

The UNICEF board granted approval to spend $53 million in programs to help the 20 million people, almost one-fourth of the population of the affected countries. The Children's Fund also serves as lead agency in assistance for Kampuchea (article, page 21.)

Liv Ullman: "Cambodia" Shows We Can Help Africa

Liv Ullman kneels beside a starving child, near death, at a refugee camp in Ethiopia. The actress is working with UNICEF as a "goodwill ambassador."

"Once these people who suffer become a face that smiles at you or eyes that fill with tears or hands that take your hand, it becomes a personal involvement and makes it very important for me, who came close to them as human beings, to not only express their plight but also the dignity and beauty of these people who live in such misery . . .

"In this time of despair for Africa, we should look to the wonderful thing that happened through people's recognition of the Cambodian tragedy. Cambodia has been saved from complete destruction by one of the greatest international aid efforts in history."

— Liv Ullman
UNICEF Goodwill Ambassador,
To Executive Board, January, 1981

Helping Refugees

Which Countries Help?

In 1980 the number of refugees increased dramatically; 2 million men, women and children fled their home countries, pushed out by war or oppression. Wearily they made their way from Afghanistan into Pakistan, Cambodia into Thailand, Chad into Cameroon, Ethiopia into Somalia, Cuba into the United States, and El Salvador into neighboring countries. The new refugees joined millions already in exile.

One measure of the size of the problem is the expenditure of the United Nations High Commissioner for Refugees. In 1979 the UNHCR spent $270 million to assist refugees. By the time 1980 was half over the High Commissioner estimated the accelerating needs at $500 million — nearly double the 1979 figure. Contributions for the year to UNHCR were $423 million. Estimated needs for 1981 are at the same level — $500 million.

Consistent with its strong traditions of concern for human rights and people in need, the United States has responded to the refugee crisis with millions of dollars in aid and with the resettlement of over 360,000 refugees in 1980*.

The United States is the single largest contributor to international aid for refugees (see Table 1, page 40), and sometimes it appears to the American Congress and the public that the U.S. carries a disproportionate amount of the load.

Refugee agency officials recognize the tendency to make this assumption. Director James L. Carlin of Intergovernmental Committee on Migration commented recently, "It is dangerous to allow the feeling to spread that the United States and a few other countries are paying too much. Public interest must be sustained and this can only be managed if there is convincing evidence that the burden is shared."

Many other countries do indeed share the burden, and the evidence is on the U.N. bookkeeping ledgers. In fact, when the contributions are tallied on a per capita basis the United States drops down in the listing to Number 12 (see Table 2, page 40).

Data on all that governments spend to assist refugees is not easy to compile. Contributions to the U.N. efforts — the most readily available information — only reveal part of the story.

Governments of countries which accept refugees for resettlement spend large sums on helping them to get started. The U.S. for example finances medical care, cash assistance, English lessons and vocational training for refugees. Similar expenditures are made by other resettlement countries. Efforts to compile this information, especially in comparative form, have so far been unsuccessful. The United States and other governments also contribute food surpluses to developing countries which in some cases go to refugees, and these amounts are not included in the calculations.

Many countries finance UN efforts and provide places for resettlement of refugees

In addition, voluntary agencies in the U.S. and other countries raise large sums to assist refugees in the camps where they live and by resettlement in third countries. Information on these sums is not readily available.

Money for International Aid: Information in Tables 1 and 2 is limited to assistance through international channels, consisting of 1980 contributions to four United Nations agencies and the 1979 figures of one agency outside U.N. (ICM). As will be seen, the U.S. leads in contributing but when measured in per capita terms, Scandinavian countries are Number 1 and 2 (Table 2).

The "Top 20" contributions come from two groups of nations — noncommunist industrialized countries (Western Europe, North America, the Far East) and Arab oil producing countries (Middle East, North Africa). The donations of the oil countries go primarily to UNRWA, the agency assisting the Palestine refugees.

Total donations by governments to the five agencies amounted to $520 million. The European Economic Community also contributed $117 million for refugees, most of it in foodstuffs. The "Top 20" countries gave $498 million, or 78 per cent of the combined total. The remainder was supplied by another 105 countries.

Voluntary agencies around the world independently raised $20 million for UNHCR in 1980, with The Netherlands' national committee raising the largest sum, $6.5 million. The balance was contributed by 82 other

*In the year ended September 30, 1980, the U.S. received 231,700 refugees under the new Refugee Act. In addition 122,000 Cubans and 6,000 Haitians were permitted to stay as "entrants."

Which Countries Help? *(Continued)*

agencies in more than a dozen countries. Contributions were received from organizations in western Europe, Yugoslavia, Canada, U.S., Australia and Japan. These sums are not included in the Survey's tables.

Resettlement Opportunity: Most refugees eventually return to their home country, after the end of the disturbance which caused them to leave. Other large numbers settle where they are. For a minority, new homes in countries of resettlement are a necessity. The United States has responded generously to this need, with the support of thousands of individual sponsorship offers across the country. Other countries also have responded to the needs of refugees with offers of resettlement. Table 3 on page 41 shows the numbers of refugees resettled by various countries in a six-year period. The top 20 countries are listed, in order of the proportion of refugees compared to population.

Present Location: Refugees are on every continent. A total of 83 countries is included in the 1980 statistics on page 32. The arrival of groups of refugees often causes serious economic, political and social problems for the country of asylum, where resources often are limited. Table 4 on page 41 shows the numbers of refugees in relation to local population and to Gross National Product per capita. Refugees are concentrated in the poorer countries. For example, the per-capita GNP of Somalia, with one refugee for every three

Table 1

1980 Contributions* to International Refugee Aid Agencies

Top 20, Ranked by Total Contribution

Country	Contribution* (Mil. of $)
U.S.A.	$199.4
Japan	81.1
Germany (FRG)	40.1
Sweden	33.0
U.K.	29.7
Netherlands	18.8
Canada	18.0
Norway	15.2
Australia	13.6
Denmark	12.2

*1980 amounts reported by United Nations High Commissioner for Refugees (UNHCR), UN Relief and Works Agency (UNRWA — Palestine refugees), World Food Program (for refugees), UNICEF (for refugees) and 1979 amounts for Intergovernmental Committee for Migration (ICM). Contributions by European Economic Community (EEC) totaling $117 million have not been taken into account. The top 20 countries contributed 96 per cent of the national contributions of $520 million.

**Population and GNP figures from Population Reference Bureau, 1337 Connecticut Ave. N.W., Washington, D.C. 20036.

The complete list of contributors is available by writing the U.S. Committee for Refugees, 20 West 40th St., New York, N.Y. 10018. Please enclose stamped, self-addressed envelope.

Table 2

1980 Contributions* to International Refugee Aid Agencies

Top 20 Countries, Ranked by Contribution Per Capita

Population** (Millions)	Country	Contribution* (In Mil. of $)	Contribution Per Capita	Gross National Product Per Capita**
8.3	Sweden	$ 33.0	$3.98	$10,210
4.1	Norway	15.2	3.71	9,510
.8	United Arab Emirates	1.9	2.43	14,230
5.1	Denmark	12.2	2.39	9,920
1.3	Kuwait	2.5	1.91	14,890
6.3	Switzerland	9.7	1.53	12,100
14.1	Netherlands	18.8	1.33	8,390
.2	Qatar	.3	1.30	12,740
8.2	Saudi Arabia	10.6	1.29	8,040
.03	Liechtenstein	.04	1.23	11,300
14.6	Australia	13.6	.93	7,920
222.5	U.S.A.	199.4	.90	9,700
24.0	Canada	18.0	.75	9,170
116.8	Japan	81.1	.69	7,330
61.1	Germany (FRG)	40.1	.66	9,600
55.8	U.K.	29.7	.53	5,030
9.9	Belgium	5.2	.52	9,070
3.0	Libya	1.3	.43	6,910
13.2	Iraq	5.2	.40	1,860
.2	Iceland	.07	.35	8,320

$.21 to $.30 per capita — Finland, Gaza Authority, Israel, New Zealand, Luxembourg
$.11 to $.20 per capita — Ireland, Italy, Jordan
$.02 to $.10 per capita — 16 countries including Austria, France, Spain, Greece, Syria
$.01 per capita or less — 79 countries including South Africa, South Korea, Argentina, Chile, Singapore, Brazil

inhabitants, is among the lowest in the world. Pakistan, dealing with 1.4 million refugees, is only slightly higher in this economic measure.

• • •

Owing to the size and complexity of current refugee problems, the tradition of caring for the homeless, which traces back to biblical times, has in the last four decades largely become the responsibility of international organizations. Yet the ability of these organizations to function rests entirely on the contributions received from the governments and people of many different countries. Taking an overall view, the countries of the world have responded generously to appeals, with donations to feed, clothe, house and resettle refugees.

No one can deny that the United States plays a pivotal role. In contributions (Table 1), the U.S. paid 38 per cent of the cost of U.N. refugee aid. In resettlement, the U.S. has taken the largest number of refugees and it has one of the highest concentrations of refugees compared to its population. Both of these leadership roles — contributions and resettlement — are of great importance to the world's homeless. At pledging conferences of the United Nations, other countries look to the U.S. as standard setter; by and large the U.S. has led the way.

More than ever, this leadership role is important today — on humanitarian grounds and on grounds of furthering stability in countries which face many economic difficulties, leaving aside con for refugees within their boundaries. □

UNHCR

Refugee woman in Somalia dips kettle down hole to water source. As population grows and drought continues the holes become deeper. Contamination is a constant problem. Somalia has the highest concentration of refugees in the world (see Table 4).

Population (Millions)	Country	6-Year Resettlement Total*	Ratio of Refugees to Population
3.9	Israel	105,700	1: 37
14.0	Malaysia	102,100	1: 137
14.6	Australia	51,200	1: 285
24.0	Canada	84,100	1: 285
222.5	U.S.A.	677,000	1: 329
4.8	Hong Kong	9,400	1: 511
18.6	Tanzania	26,000	1: 715
53.6	France	72,000	1: 744
3.2	New Zealand	4,100	1: 781
6.3	Switzerland	7,500	1: 840
8.3	Sweden	7,300	1:1,137
4.1	Norway	2,700	1:1,519
7.5	Austria	4,300	1:1,744
61.1	Germany (FRG)	32,100	1:1,903
55.8	U.K.	27,600	1:2,022
5.1	Denmark	2,300	1:2,217
9.9	Belgium	3,900	1:2,539
14.1	Netherlands	4,700	1:3,000
975.0	China	265,000	1:3,679
27.1	Argentina	2,800	1:9,679

Population** (Millions)	Country	Refugees, As of 1/1/81*	Ratio, Refugees to Pop.	Gross National Product Per Capita**
3.6	Somalia	1.5 million	1: 3	$ 130
3.2	Jordan	716,400	1: 5	1,050
.4	Djibouti	42,000	1: 10	450
3.2	Lebanon	229,400	1: 14	1,030
4.5	Burundi	234,600	1: 19	140
8.5	Cameroon	266,000	1: 32	460
18.7	Sudan	490,000	1: 38	320
8.5	Syria	209,400	1: 41	930
.6	Swaziland	10,000	1: 60	590
86.5	Pakistan	1.4 million	1: 62	230
29.3	Zaire	400,000	1: 73	210
6.7	Angola	73,000	1: 92	300
3.8	Honduras	33,000	1:115	480
.3	Macao	2,600	1:115	1,460
13.7	Uganda	112,400	1:122	167
47.3	Thailand	382,000	1:124	490
1.3	Lesotho	10,000	1:130	280
18.6	Tanzania	140,000	1:133	230
4.8	Hong Kong	33,100	1:145	3,040
2.2	Costa Rica	13,400	1:164	1,540

*Figures are from the UN High Commissioner for Refugees and the U. Relief and Works Agency, which aids Palestine refugees, and other sources.
**Population and GNP figures from Population Reference Bureau Inc., Washington.

Helping Refugees

Addressing the Needs of Women Refugees

by Margaret Carpenter
Office of the U.S. Coordinator for Refugee Affairs

Refugee women and girls constitute the majority of refugee populations around the world. Yet their particular roles, needs and resources have largely gone unnoticed until recently. The priority given to physical survival in most first-asylum situations has usually precluded data-collection, research or special programming for any segment of the refugee population. And orientation and assistance in resettlement countries have primarily been aimed at developing economic and social "survival skills" among heads of household, who are often assumed to be men.

But in 1980 and 1981, international conferences, practitioner workshops and new legislation have recognized that relief and resettlement programs accessible and appropriate to women are not just frills. They are indeed a matter of survival, given the vulnerability of refugee women and the crucial role they play in the stability and adaptation of their families. As a result, there is increasing interest, particularly in the United States, in ways to address both the needs and strengths of refugee women. At a time of growing refugee populations and shrinking refugee assistance budgets, however, it is likely that those concerned with the situation of refugee women in this country will have to rely more on ingenuity and cultural sensitivity than additional funding.

International Efforts

A major impetus to international discussion of women refugees was the World Conference of the UN Decade for Women, held in Copenhagen, July 14-30, 1980. At Copenhagen political contention often obscured the intended focus on women's issues. But there was broad agreement on the agenda item of "the situation of women refugees and displaced women the world over." Delegates unanimously adopted a resolution introduced by the United States which notes that:

— The problems of refugees and displaced persons affect every continent and place special burdens on developing countries, and women and children are the majority of those refugees;

— Displaced and refugee women suffer more radical changes in roles and status than men;

— Refugee women and girls are subject to physical abuse;

— The principles of the UN Convention and Protocol on Refugees should be applied without regard to sex as well as race, age, religion or country of origin.

The resolution also calls for support for the UN High Commissioner for Refugees in fulfilling the mandate to protect refugee women and children, in establishing programs with other UN agencies to address the needs of women refugees (particularly in education, employment and health, including voluntary family planning), and in encouraging the participation of women refugees in the administration of relief and resettlement programs. The resolution concludes with a recommendation that the UNHCR increase the number of women on the staff and create a high-level position for a coordinator for women's programs, who would be responsible for research and data collection on women refugees and for insuring that UNHCR programs address the needs of women and children. The Copenhagen conference also adopted similar provisions in the Program of Action for the second half of the Decade for Women.

Refugee women suffer more radical change in role, status than men

Heightened concern for women refugees was equally evident at a workshop on the integration of Indochinese that the UNHCR sponsored in Geneva in September 1980. A special session drew a large crowd of participants interested in practical steps to assist the adjustment of Indochinese women to their new lives and roles in resettlement countries. Among the topics discussed were:

— The double burdens placed on women refugees

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in maintaining their traditional roles of nurturing and transmitting culture to their families while learning the skills necessary to contribute to their well-being in a new setting;

— The need for outreach to women who are unable or unwilling to attend regular orientation and training programs;

— The difficulty of providing appropriate health and family planning services to women reluctant to deal with foreign, largely male, medical personnel, even when translators are available;

— The importance of special support and counseling for refugee women who have suffered traumatic experiences (such as rape, death of family members, divorce, etc.), for elderly and handicapped women, and for women heads of household.

The UNHCR workshop participants urged that women refugees be recognized for their strengths as well as their vulnerabilities. With time, the majority of Indochinese women appear to manage their change of role and status with equal or greater flexibility than refugee men, in part because they are willing to consider any available employment to help support their families. And in many countries refugee women are a source of important support to each other in sharing information, breaking down isolation at home, and developing the self-confidence to enter regular orientation and training programs.

UNICEF

Mothers and children make up more than 90 per cent of the 1.5 million refugees in Somalia. They receive only minimal care.

International exchange of information among practitioners on effective program models for women refugees (among other issues) could be considerably facilitated by the creation of an international resource center on refugee resettlement as proposed by the UNHCR workshop. In the meantime, a seminar on the adaptation and integration of migrant and refugee women, sponsored by the Intergovernmental Committee for Migration in Geneva in April 1981, provided another forum for international discussion of these issues.

U.S. Steps to Assist Women Refugees

Special programs for women refugees have existed for some time in the United States. But they only reach a limited number of women, despite recent efforts to publicize effective program ideas and to insure equal access by refugee women as well as men to the training and orientation programs funded by the federal government.

In setting out the terms and purposes of federally funded refugee assistance, the Refugee Act of 1980 states that refugee women should have "the same opportunities as men to participate in (the) training and instruction" necessary to achieve economic sufficiency and to become effectively resettled as quickly as possible (Section 412(a)(1)). The concern of the authors of this provision was that the perception of men as the key to self-sufficiency had effectively excluded women refugees from training and orientation programs. In fact, refugee women are often heads of household or even the major breadwinners in intact families.

Other factors also limit the participation of women refugees in such training and orientation programs. In many cases, women who could contribute to the economic well-being of their families are unable or unwilling to seek jobs or participate in training programs because of cultural attitudes that their primary role is in the home, because their responsibilities for small children and the elderly keep them housebound, because they lack transportation, or because they have had limited opportunities in the past to develop self-esteem through education or employment outside the home.

In the last year, a number of programs have devel-

oped in this country to address the isolation of women refugees and to enable them to take fuller advantage of regular language, orientation, and job-training programs. In order to give all refugees better preparation for resettlement in this country, the U.S. Government is now funding an extensive program of cultural orientation and English as a second language for many Indochinese in camps in Southeast Asia. These programs are not aimed just at heads of household, but at all potentially employable refugees between the ages of 16 and 55. Although participation rates vary from camp to camp, overall about half of the participants in the overseas program are women. Practitioners already report a great improvement in the skills and self-confidence of recent graduates who have arrived in the United States. These refugees, including women, should have a much quicker and smoother adaptation than earlier arrivals.

In some parts of the country, particularly Oregon and Washington State, there are long-established and highly successful outreach programs for women refugees. In order to make orientation more accessible and less threatening to both refugee women and their husbands, some of these programs provide instruction in the home. Others provide the transportation and child-care facilities necessary to encourage women to attend classes in a community center. These programs seem particularly effective in reaching homebound women of rural backgrounds with limited or no literacy in their own language. Foundations, voluntary agencies, and other organizations including the Federal Government have encouraged the development of demonstration projects and the exchange of information and models among practitioners. Increasingly, social-service providers have emphasized the need to take advantage of the experiences and resources of refugee women themselves, often through mutual assistance associations, and involve them in the planning and management of orientation and training programs.

Many refugee women are able to adjust relatively easily to life in this country, yet other women suffer long-term consequences because of flight. They have abandoned their homes and support structures; they have suffered from physical abuse during flight (such as pirate attacks) and poor conditions and uncertainty in camps. And finally in this country they face overwhelming changes for which they are inadequately prepared. For the latter group, special outreach programs can provide an essential means of dealing with cultural adaptation and mental health problems. Organizers of the women's programs at the Indochinese Cultural and Service Center in Portland, Oregon, for instance, have noted that women are more assertive and quicker to learn new skills if they are in a supportive environment where they can discuss all their concerns, without the presence of men. The benefits of such an approach are soon obvious. As women refugees learn basic skills and greater self-confidence, they become less dependent on other members of their families and on caseworkers, they are better able to care for their families, they lead more productive lives, and they gain strength from helping each other. In many ways, these domestic programs are as important to the ultimate survival of refugee families as the life-saving assistance provided in first-asylum countries. □

Special programs help in adapting to life in the U.S.

UNHCR

Women at refugee transit center in Bangkok; shortly, they will leave for new home countries.

The U.S. and Refugees

The Refugee Act of 1980

by Maurice A. Roberts
Editor, *Interpreter Releases*

Public Law 96-212, the Refugee Act of 1980, which President Carter signed into law on March 17, 1980 and which went into effect on April 1, 1980, stands as irrefutable evidence of our humanitarian and democratic ideals and concerns as a nation. Adopted after years of study and in the light of our increasing experience in confronting the refugee problem as a permanent phenomenon of global dimensions, the new law represents a watershed in our immigration history. This is the first comprehensive amendment of our general immigration laws designed to face up to the realities by stating a clear-cut national policy and providing a flexible mechanism to meet the rapidly shifting developments of a troubled world.

That the new law has not lived up to all expectations should not be too surprising. In the rapid and dynamic interplay of international forces these days, not all developments are rational or even predictable. The present 97th Congress can study what has happened and enact the amendments needed to meet any unanticipated problems that have arisen. In the meantime, the new provisions have plugged many of the gaps in the former law and should prove eminently helpful, when put to the test, to all concerned with the ongoing refugee crisis.

The impact of the new law can best be surveyed in the light of the former provisions and the entire scheme will be more meaningful if viewed against the backdrop of our historical experience as a refugee-receiving nation.

A. Background of Our Refugee Legislation

America has had a long and proud tradition as a haven for those seeking here the freedoms denied them in their own homelands. From the earliest days of our colonial history, we encouraged the immigration of all who would come, those in quest of refuge from political or religious persecution as well as those motivated by the greater economic opportunities available here. After we became an independent sovereign state, during the first hundred years of our national existence we had no exclusionary immigration laws. As a developing nation, we needed and welcomed the manpower and skills of our new settlers. Those who came in the wake of the potato famine of 1849 and those who fled Europe following the abortive political revolutions of 1848 were equally acceptable. But we received them as immigrants, not as refugees. Even after we adopted increasingly restrictive immigration laws in the early part of this century, excluding whole classes of aliens on account of their personal characteristics or national origins, our general immigration laws contained no special dispensation for refugees as such. As recently as 1946, one federal court on the West Coast was able to state quite accurately, in rejecting a deportable alien's asylum claim, "Aliens illegally in the United States have no right of asylum therein."

A watershed in history of U.S. immigration, the Act rises out of ideals, concerns

Following the close of World War II, with the disclosure of millions of Eastern Europeans uprooted from and fearful of returning to their now Communist-dominated homelands, the United States adopted the first of what was to prove to be a succession of emergency refugee programs. These were *ad hoc*, "one shot" affairs, premised on the notion that the refugee situation then addressed was a temporary phenomenon, and each program was conducted outside the general immigration laws. Typical were the Displaced Persons Act of 1948, the Refugee Relief Act of 1953, and the Refugee-Escapee Act of 1957. When Soviet troops invaded Hungary in October 1956, President Eisenhower announced that we would offer asylum to 21,500 of the Hungarian refugees. It was soon discovered that the existing refugee legislation was inadequate to meet these needs, and the Attorney General's parole power was invoked to enable the others to come here. That power, granted to the Attorney General by the Immigration and Nationality Act of 1952, was designed to permit the temporary admission of individual aliens who would otherwise be inadmissible. This

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was the first time that the parole authority was exercised in behalf of large groups of aliens. Congressional objection to the continued use of the parole power as the mechanism for admitting large groups of refugees laid the groundwork for the first statutory provisions governing the admission of refugees as part of our permanent immigration laws.

Enacted in 1965 as amendments to the basic 1952 immigration statute, the new refugee provisions largely codified our prior precepts and practices. For one thing, the new law defined a refugee as one who had "fled" his former country. It was contemplated that the refugees would have arrived in a country of first asylum abroad, and that United States officials there would have an opportunity to screen those who applied for admission to our country. The statute also contained numerical, ideological and geographic limitations. As part of the preference system then applicable only to the Eastern Hemisphere, a maximum of 10,200 slots were reserved for refugees. To qualify, the alien must have fled from a Communist country or a country in the Middle East and be unable to return because of persecution on account of race, religion or political opinion. Instead of being admitted to the United States for permanent residence, the refugee was permitted to enter only conditionally, an uneasy status that could be converted to that of permanent residence after two years as a probationer.

Despite the Congressional desire that the parole authority be exercised thereafter only for isolated, individual cases, the 1965 amendments soon demonstrated that they, too, could not meet all contingencies. Following the Cuban airlift program worked out in 1965, there was a dramatic upsurge in the number of Cuban refugees coming here. Since the preference system was then limited to the Eastern Hemisphere, the Cuban refugees were ineligible for the conditional entry slots provided by the 1965 amendments, and it was necessary to resort once more to the parole authority. Over 600,000 Cubans were permitted to enter as parolees and in 1966 special legislation was enacted to permit them to adjust their status to permanent residents.

Parole was again employed as the vehicle for entry for some 130,000 refugees from Indochina following the cataclysmic events there in 1975. As new refugee emergencies erupted thereafter, new Indochinese refugee parole programs were authorized or extended by the Attorney General in each of the years that followed. Special legislation was enacted in 1977 to permit such paroled refugees to adjust their status to permanent residents. Parole was also used increasingly to expedite the entry of Soviet and other Eastern European refugees. It was also used to permit the entry of refugees not covered by the 1965 amendments, e.g., those still in the country of oppression and those fleeing persecution by right-wing dictatorships.

Another area virtually untouched by the 1965 amendments involved aliens who managed to arrive at our borders or who claimed asylum only after entering the United States. While in 1968 our country became a party to a United Nations protocol on refugees which contained specific asylum provisions, our immigration laws had not been amended specifically to embody those provisions. Following the dramatic Kudirka incident in 1970, when a Lithuanian seaman seeking asylum here was forcibly returned to the Soviet vessel, regulations and instructions were issued by the Immigration Service to provide a mechanism for the channeling of asylum claims by aliens already here, but these were highly ineffectual.

Perhaps the chief difficulty with the 1965 amendments was the unrealistically low limit on the number of refugees who could be permitted entry each year. Even after a statutory amendment in 1976 extended the preference system to the Western Hemisphere as well, the total number of slots made available worldwide to refugees as conditional entrants was increased to only 17,400. The facts of life are that the refugee problem is one of worldwide dimensions and is with us for the foreseeable future. That our national policy is to participate with other nations in the alleviation of that problem is demonstrated by the fact that we have in recent years actually received as refugees annually, many times the 17,400 limit. The dramatic events in recent years have also underscored the need for greater flexibility in our refugee laws to meet the unforeseen emergencies that keep recurring. Also, the impact of

That the new law has not met every crisis test should not be surprising

the new refugee arrivals on our economy and support systems has made it abundantly clear that these are not problems that can be dumped on the local communities or the voluntary agencies, and that a realistic system of federal funding and support is imperative.

The Refugee Act of 1980, which went into effect on May 1, 1980, is designed to meet the deficiencies disclosed by our experience with the prior law. Its stated purpose is to establish a coherent and comprehensive refugee policy for this country and to create a systematic and flexible procedure for the admission and resettlement of refugees.

Refugee Act is designed to establish coherent policy and flexible admission procedure

B. Highlights of the New Law

Among the major concerns addressed by the new law are the following:

1. **Definition of Refugee.** The new law contains a specific definition of "refugee" which conforms to the language used in the United Nations Protocol on the Status of Refugees, to which the United States subscribed in 1968. This more expansive definition eliminates the geographic and ideological restrictions of the old law, so that refugees may now qualify regardless of the location of the country they fled and regardless of whether the persecution feared there is at the hands of a right-wing or left-wing regime. Provision is also made to afford refugee treatment for a person persecuted by the government of his home country who is still within that country. Specifically excluded from consideration as refugees are aliens who themselves engaged in the persecution of others.

2. **Resettlement Elsewhere.** The former law had been interpreted by the Supreme Court as not applicable to a refugee who had already found a haven elsewhere. The new statute codifies this concept by restricting admission to a refugee who is not "firmly resettled" in a foreign country. The quoted phrase is not defined in the new law but is left to be defined in administrative regulations.

3. **Numerical Limitations.** In place of the former 17,400 annual limit, the new law raises the limit on refugee admissions to 50,000 annually for the first three fiscal years. Thereafter, the number is determined annually by the President, after consulting with Congress. If a greater need is foreseen before the start of the fiscal year, an additional number may be allowed. In emergency situations which could not be anticipated at the start of the fiscal year, additional admissions can be authorized. (A report on the first "consultation" with Congress is on page 49.)

4. **Asylum.** For the first time, the new law draws a distinction between refugees, who are abroad, and asylum, which is sought by aliens already here or knocking on our gates for admission. The statute does not spell out asylum procedures but requires these to be developed administratively by regulations.

5. **Refugee Procedures.** As heretofore, the new law contemplates that the refugee will be abroad, in a country of first asylum, where he can be screened by United States officials to make sure he meets our standards. On entry to the United States, the refugee is not admitted for permanent residence but can achieve that status after a year here. Aliens granted asylum can also apply for permanent resident status at the end of a year.

6. **Parole.** The new law restricts the Attorney General's parole power in refugee situations to make it available only on a case-by-case basis. This restriction is premised on the notion that the flexibility built into the new law will enable us to meet emergency group refugee situations under the refugee provisions without the need to resort to parole.

7. **Resettlement Assistance.** Recognizing the Federal Government's responsibility to assist state and local communities and the voluntary agencies in resettling refugees, the new law contains flexible and generous support programs. To administer these programs, provision is made for a United States Coordinator for Refugee Affairs and an Office of Refugee Resettlement. Fiscally, provision is made for direct cash and medical assistance provided by states to newly arrived refugees and asylees, as well as for supportive services to be funded through discretionary grants and contracts. A time limit of three years is set for such funding and a phase down is fixed for the Cuban resettlement program, now approximately 20 years old.

Refugee Act *(Continued)*

"One Shot" Methods Allowed Post-WW II Refugees to Enter

C. Major Implications

How is the new law working? It is still too early to pass judgment. It is not conclusive that on its first major test, involving the Cuban-Haitian entrants, the new law fell flat on its face.

The situation presented was unprecedented and unanticipated. The thousands of Haitians who came here in open boats and the 130,000 Cubans who arrived last spring as part of a flotilla instigated by the Cuban government took us quite by surprise. For obvious reasons, we could not repel the landings and push the boats back to sea. Yet, we were hard put to deal with them under the new law.

For one thing, we had no opportunity to examine these aliens abroad. The new law, like the old, contemplated an orderly procedure wherein the applicants for refugee status had made their way to a country of first asylum, where representatives of our government could screen them before allowing them to come here. The sudden arrival here of the Cuban flotilla and the Haitian open boats made the United States, in effect, the country of first asylum. This made it difficult to apply the new law to these cases.

Questions raised by INS use of Refugee Act terms on Vietnamese "boat people"

In addition, local political considerations played a part in precipitating a governmental conclusion that these aliens did not meet the statutory definition of refugee. Asserting that it could not treat them as refugees under the new law, the government promptly fell back upon its old stand-by, the parole power, and paroled them all in temporarily until January 15, 1981, in an ambiguous posture as "Cuban/Haitian Entrant (Status Pending)," now extended to July 15, 1981. In the meantime, support funding for these groups outside the provisions of the Refugee Act of 1980 was authorized by Congress and an administration-sponsored bill to deal with them separately as a class was introduced in Congress. This failed of enactment in the 96th Congress and its counterpart will undoubtedly soon be introduced in the 97th. Whatever its fate, this new development must alert us to the fact that the new law, flexible as it is, will not enable us to cope with all situations that may arise.

The effect of the Refugee Act on immigration to the U.S. of those previously considered refugees is not yet clear. The present immigration of Indochinese takes place under the Attorney General's parole authority, at the rate of 14,000 per month, until September 30, 1981. Recent applications of Refugee Act terms to people resettling under the "parole programs" is causing concern among resettlement agencies and others.

Eligibility to go to the U.S. is based, in the case of the "boat people," essentially on the fact of leaving Vietnam by boat. Grounds for exclusion do, of course, exist, along with other qualifications. One of these provides that a refugee without close family members already in the U.S. will accept a resettlement offer from another country, if it is extended. But, these factors aside, final acceptance under the U.S. program has been pretty much a matter of time. The criteria which govern the implementation of the parole authority are the result of consultation among the Department of State, Congress and the Immigration and Naturalization Service (INS).

In recent months, apparently without consultation, the INS in Southeast Asia began using the Refugee Act definition of "refugee." This would exclude some of the Indochinese "boat people," who might be deemed "economic" migrants and hence not eligible under the Act.

Assisting countries of first asylum in Southeast Asia by resettling refugees from their territory, the parole program was intended as an international example, and it has encouraged third countries to offer resettlement opportunities. Application of the Refugee Act in this manner can be seen as contradicting this intent and raises issues on a broad foreign policy level.

As this example indicates, how the new law will work in practice still remains to be seen. □

Administration and Congress Consult, Under Terms of the Refugee Act

"Mr. Chairman and members of the Committee, I am pleased to have this opportunity to consult with you, in accordance with the Refugee Act of 1980, on our plans for refugee admissions and resettlement assistance for fiscal year 1980."

Thus, on April 17, 1980, Secretary of State Cyrus Vance, accompanied by Victor Palmieri, U.S. Coordinator for Refugee Affairs, began the consultation process with the Judiciary Committees of both Houses of Congress, required of the Administration by the legislation signed into effect one month earlier.

During this initial consultation, Secretary Vance proposed that a total of 231,700 refugees be admitted to the United States during fiscal year 1980 (see accompanying chart for geographical breakdowns) and suggested that this effort would cost the federal government approximately $510 million ($267 million out of State Department funds for processing, transporting, and initially resettling refugees in the United States and another $243 million from the then Department of Health, Education, and Welfare budget for domestic assistance.)

The numbers proposed at that time included 114,000 refugees admitted before April 1 under previous statutory limits and parole programs that had been authorized by the Attorney General. For the second half of the fiscal year and under the new Refugee Act, he proposed admitting the remaining 117,000 refugees, including 3,500 Cubans from those then occupying the Peruvian Embassy in Havana.

Circumstances shortly changed dramatically when over 125,000 Cubans joined the "freedom flotilla" and sought asylum on U.S. shores — an event unanticipated, the size and rapidity of which caught the U.S. totally unprepared. At that point a Cuban-Haitian Task Force was established within the State Department to handle this special problem. Once the crisis was more in hand, the Task Force was transferred to the new Department of Health and Human Services where responsibility for domestic assistance resides, and the designation of "entrant," not refugee, was given to these newly arrived Cubans.

The Cuban crisis had its effect on the second consultation, held in September, between the U.S. Coordinator and the Senate Judiciary Committee. The projected quota for 1981 was reduced by 14,700 to 217,000 refugees to be admitted, largely because of the heavy arrivals of Cuban and Haitian refugees over the summer and fall months. The new refugee total was given a price tag for fiscal year 1981 of approximately $690 million.

Numbers and geographic designations proposed and accepted during the two consultations were as follows:

Area of Origin	Admissions for FY 80[1]	Proposed Admissions for FY 81[2]
Indochina	169,000[3]	168,000
Soviet Union	33,000	33,000
Eastern Europe	5,000	5,000
Near East	2,500	4,500
Latin America[4]	20,500	4,000
Africa	1,500	3,000
TOTAL	231,000	217,000

Chart Courtesy of *Refugee Reports*, American Public Welfare Association.

1) INS-Division of Refugee and Parole.
2) Office of the U.S. Coordinator for Refugee Affairs, *Report to the Congress*, "Proposed Refugee Admissions for Fiscal Year 1981," Department of State, (Washington, D.C., September 1980).
3) Includes 1,200 other Asians, mainly Hong Kong Chinese, in addition to a monthly rate of 14,000 Indochinese.
4) 1980 Cuban and Haitian entrants are not included. Status still pending.

Helping Immigrants, We Helped Ourselves

"Despite all the problems in our cities today, despite all the burdens that our communities are bearing with unemployment, inflation, housing and taxes, you should recall that the record of history is clear: Whenever we have helped others to come here and build a new life, whether it was the Irish in Boston long ago, or the Italians in New York City, or the Chinese in San Francisco, or the Cubans in Miami, there have always been those who would close the golden door, but afterwards we have always been able to say, 'By helping these people, we have helped ourselves.'

"Our role as a beacon of freedom in a darkening world is too precious a part of our tradition, too central to our strength as a free people, to allow it to weaken even in the hardest times. If we ever determine that the Statue of Liberty has become obsolete, we may find that we have become obsolete also."

— Ambassador Victor Palmieri
U.S. Coordinator for Refugee Affairs (1980)

The U.S. and Refugees

The U.S. as "Country of First Asylum"

by Rick Swartz
Director, Alien Rights Law Project

With hundreds of small boats tying up to Florida docks and landing Cuban refugees, in 1980 the United States became a "first asylum country" for 125,000 people. For a time the frantic exodus from Mariel Harbor was seen by the whole country on TV news each night. Over the years smaller numbers of Haitians, Nicaraguans and Salvadorans have sought refuge in the U.S., but the wave of Cubans marked a "first" for refugees arriving unexpectedly, all at once, in large numbers, with wide publicity.

Previously the public and refugee agency officials have thought of the U.S. as a country of resettlement, where a refugee may come from a first asylum country. Such immigration is controlled through screening procedures; the tide from Mariel was not filtered by any U.S. interview team.

The sudden appearance of thousands raises many questions for U.S. policy makers, questions which have their ethical, political and legal faces.

The Mariel influx forced the Carter Administration to confront the fundamental question the smaller total of Haitian "boat people" had long presented: whether to grant political refugee status to the Cuban arrivals,

The wave of Cubans from Mariel marked a "first" for refugees arriving unexpectedly in numbers

as well as to the Haitians then in South Florida. The Administration's response to the status issue significantly dictated the chain of events, and problems, which continue to confront the Haitians and Cubans as well as state and local officials, voluntary agencies and other practitioners.

On June 20, 1980, the Administration announced that Haitians and Cubans known to the Immigration and Naturalization Service (INS) as of June 19th would be made eligible for "Cuban/Haitian Entrant (Status Pending)." This new designation was described as a temporary measure adopted in anticipation of

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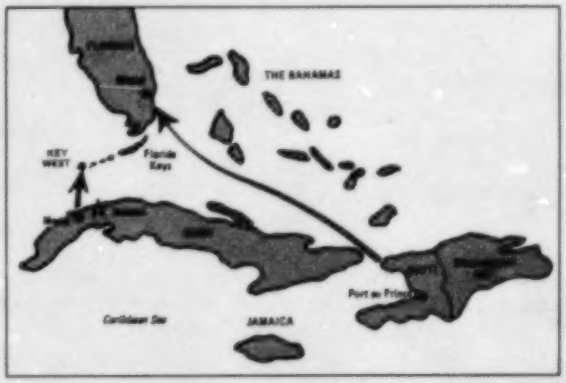


Mariel to Key West: 90 miles. Haiti to Florida: 800 miles.

legislation. The June 20 policy also included provisions rendering Haitian and Cuban entrants eligible for a limited set of federal benefits (Aid For Dependent Children — AFDC, food stamps and Supplemental Security Income — SSI), and established a formula to reimburse states and localities for cash and medical services. This formula provided reimbursement at a 75 percent level, and for one year only. It appeared that fear of setting a precedent, and already harsh criticism of the high cost of Indochinese and other resettlement programs, were primary considerations.

This policy was met with unbridled criticism from most whose interests were affected. Many argued that the most legitimate and practical approach would be to grant Haitians and Cubans refugee status, thereby triggering coverage under the Refugee Act of 1980 (see article, page 45). They argued that refugee status would render Cubans and Haitians eligible for the same benefits as other refugees, and provide reimbursement to states and localities under the provisions of the Refugee Act (100 percent for three years).

It was also argued that treating the Haitians and Cubans as refugees would set in motion other existing refugee policies and institutions, thereby minimizing the inevitable administrative chaos associated with an unexpected influx of 125,000 newcomers. However, the administration rejected these arguments, a judgment which was soon to haunt it.

Confused lines of authority and bureaucratic conflict were immediate and continuing consequences of

the administration's refusal to resolve the status issue. Because Cubans and Haitians were not refugees, no single agency had ultimate responsibility, and many essential operations were neither authorized by law nor provided with funds. The U.S. Coordinator's office generally took the heat, but lacked both legal and effective authority. An ad hoc Haitian/Cuban Interagency Task Force was set up in the State Department (in December moved to Department of Health and Human Services — HHS), but could not effectively dictate policy to State, INS, and the many other agencies involved. Agencies often worked at cross purposes. Many, including federal officials, worked heroically, but in frustration. Most basic decisions were made by the White House. Political considerations and the need to resolve inter-agency disputes increased White House involvement. Confusion also infected lines of communication and authority between the federal government, state and local government and the private sector. Impacted communities were not promptly assisted and tensions flared.

With the status issue left unresolved, the summer and fall witnessed continual policy fights, and severe operational problems. South Florida and other impacted communities shouldered enormous burdens. The voluntary agencies, which resettled thousands of Cubans before funding was guaranteed, were hampered by government confusion regarding status, benefit eligibility, and work authorization. Resettlement efforts suffered. These patterns made it more difficult for Haitians and Cubans to secure accorded rights and benefits, contributing to continuing unemployment, sponsorship breakdown and a host of other, often growing, problems. At the start of 1981, 5,000 Cubans remained in detention, and thousands of Haitians continued to live in fear and misery.

The Carter administration dodged the issue of refugee status by creating a new category

Several specific developments subsequent to the Administration's June 20 announcement affected overall U.S. policy, and are relevant to the status issue that is as yet unresolved. As discussed below, the courts and Congress did and can reshape executive branch responses to the first asylum phenomenon.

On July 2, 1980, Federal Judge James Lawrence King, of Miami, appointed to the Federal Bench by President Nixon in 1970, issued a 180-page final decision in *Haitian Refugee Center v Civiletti.* The case involved a class action on behalf of 5,000 Haitian Nationals whose asylum claims had been processed at a rate of up to 150 a day between July of 1978 and May of 1979. All 5,000 claims had been denied as frivolous by INS.

Judge King ruled that the INS had intentionally and systematically discriminated against the Haitians in violation of all applicable laws and regulations. He ordered INS to reprocess in a lawful manner all 5,000 asylum applications. King also issued approximately 80 pages of findings of fact regarding political conditions in Haiti. He found:

> In reaching its conclusions the court has listened to a wealth of in court testimony, examined numerous depositions and read hundreds of documents submitted by the parties. Much of the evidence is both shocking and brutal, populated by the ghosts of individual Haitians — including those who have been returned from the United States — who have been beaten, tortured and left to die in Haitian prisons. Much of the evidence is not brutal but simply callous — evidence that INS officials decided to ship all Haitians back to Haiti simply because their continued presence in the United States had become a problem.

King's opinion gave great credence to the arguments that most Haitians have a well founded fear of persecution if returned to Haiti, and thus they meet the legal definition of political refugees. It also established that the courts can protect the rights of persons who arrive on the shores of the U.S. seeking asylum.

Second, in reaction to the June 20 policy, Congresswoman Shirley Chisholm and Senator Edward Kennedy introduced legislation intended to grant Haitians and Cubans refugee status. These bills were supported by many constituencies, including state and local government, religious, black and labor organizations. It soon became clear, however, that the administration would strongly resist refugee status, and that chances of a quick legislative success were slim.

Third, Congressman Dante Fascell and Senator Richard Stone of Florida, together with the National Association of Counties, the National Governors Association and many other groups, provided leadership to

an ultimately successful effort to reimburse state and local governments to the same extent as if Haitians and Cubans had been granted refugee status. This measure, Public Law 2696-422, provides educational impact aid and 100 percent federal reimbursement for cash and medical assistance provided Haitians and Cubans by states and localities. It does not, however, guarantee Haitians and Cubans eligibility for the same benefits provided refugees. After a difficult political battle, this measure, together with a $100 million appropriation, took effect on October 10, 1980.

In mid-October, the Administration announced that eligibility for Haitian/Cuban entrant status would be extended to all Haitians and Cubans known to INS as of October 10. Any Haitians and Cubans arriving subsequent to October 10 are subject to exclusion or deportation proceedings, during which they can, on an individual basis, claim political asylum. This October 10 policy remains in effect. According to government officials, approximately 4,000 Haitians, but not more than 10 Cubans, have arrived in Florida since October 10. The Haitians fear expulsion awaits them.

Several other developments during the last months of 1980 deserve mention. The Administration announced in September that it intended to use Fort Allen, an abandoned military base in Puerto Rico, as a processing center for newly arriving Cubans and Haitians. The termination of the Mariel exodus rendered Fort Allen a Haitian-only operation. The Administration refused to agree that expulsion proceedings would not be conducted in Puerto Rico, leading many to fear that it would be used to facilitate deportation of Haitians. The voluntary agencies vigorously refused to cooperate with the Administration's plans. The Black Caucus and others strongly objected. Conditions in Florida camps were deplorable. Nonetheless, the Administration proceeded, spending approximately $10 million to refurbish Fort Allen rather than to improve conditions in Miami.

In late September, however, the Commonwealth of Puerto Rico won a Federal Court preliminary injunction barring use of Fort Allen on the ground that its operation would violate environmental laws. As a result of judicial intervention, political pressure and conflict within the government, Fort Allen has yet to be used.

The last months of 1980 saw intensified efforts to resettle newly arriving Haitians. These efforts have been beset with controversy and administrative difficulty. Many are concerned that Haitians arriving after October 10 and resettled outside of Miami will not be able to secure adequate legal representation in expulsion hearings.

Many of these issues remain unresolved and confront the Reagan Administration with a series of important choices. Moreover, although in 1980 attention focused on Haitians and Cubans, the U.S. is a country of first asylum for many other nationalities. The responses to the exodus from Nicaragua and El Salvador also provide instructive lessons in analyzing future policy options.

In June of 1979, the United States adopted an "extended voluntary departure policy" with regard to Nicaraguans. It provided that any Nicaraguan in the U.S. who expressed an unwillingness to return because of the civil war would be eligible for work authorization and safe from deportation efforts pending a change of circumstances in Nicaragua. This policy in effect

"Extended voluntary departure" used with Nicaraguans allows for a stay until war is over

granted "temporary refuge" without triggering expensive administrative proceedings, access to government benefits or other costly measures. The policy was rescinded in the fall of 1980. When the hostilities ceased in Nicaragua, thousands voluntarily returned to their homeland. Those who have not are subject to deportation.

Efforts have been undertaken to secure similar protection for Salvadorans. Thus far such efforts have failed. Current estimates indicate, however, that the civil war in El Salvador has created not only an exodus of persons to the United States, but an estimated 90,000 refugees now in other Central American countries. The United Nations High Commissioner has concluded that Salvadorans qualify for refugee status, and are entitled to UNHCR financial help. Moreover, the exodus of thousands of people creates great potential for further destabilization of other Central American countries. The U.S. currently is deporting hundreds of Salvadorans. Tragic parallels to the Haitians are evident.

Wide World Photos

Cuban refugees crowd a small shrimp boat, on arrival in Key West, Florida.

In summary, the country of first asylum phenomenon presents a range of domestic and foreign policy issues. What are some of the policy options, their costs and effects? The Select Commission on Immigration and Refugee Policy has issued a report with a number of recommendations (see article, page 54). These include establishment of federal asylum processing centers, where all asylum applicants would be detained pending the determination of their claim, and a continued requirement that each mass asylum applicant bears an individual burden of proof. The report suggests that detention would be a deterrent to those seeking to abuse the asylum process.

The success of the extended voluntary departure policy adopted for Nicaraguans suggests that similar approaches may be appropriate and cost effective with regard to refugees created by relatively temporary civil war conditions.

The destabilizing effect of refugee migration in the Western Hemisphere, effects felt in the Bahamas as well as Honduras, may lead policy makers to more seriously consider the establishment of procedures whereby Hemispheric refugees in third countries could be admitted to the U.S. and other nations in a relatively controlled manner modeled on the Indochinese program. This type of approach may enhance chances of making resettlement a responsibility of an international refugee agency. The Mariel exodus taught us that internationalization of resettlement is virtually impossible once refugees reach U.S. shores.

Destabilizing effect of migration may lead to international effort such as that in Southeast Asia

The domestic impact of the first asylum phenomenon may lead to greater domestic political pressure to develop foreign policy approaches which better address and alleviate the conditions which create refugees. Increasing numbers of domestic constituencies are discussing policy options which focus on root causes. The social and fiscal costs of domestic resettlement are important concerns.

Finally, many have suggested that the Refugee Act of 1980 should be amended to better address the first asylum problem. Suggestions include establishing presumptions whereby persons who reach U.S. shores from certain countries would be *prima facie* eligible for refugee status. Ideally some fair number would be resettled in other countries.

In this short article it is possible only to outline the range of facts, issues and policy options which confront the U.S. as a country of first asylum. New ideas are urgently needed. The integrity of the overall U.S. refugee policy, national security interests and thousands of lives are jeopardized by our current inability to respond fairly and practically. □

Where Security Lies

What is new, and becoming rapidly more dangerous, is the rate of population growth in the most impoverished countries; exhaustion of renewable resources in the most overpopulated countries; and susceptibility to demogagic exploitation in the most undeveloped countries. This fatal convergence is not only a threat to world peace, but, if unchecked, an almost assured promise of world convulsion.

The national security of the United States lies at least as much in an all-out effort to contain these conditions and promote *sustainable* economic development in the third world as it does in adding to the overkill capacity of the first world. Coordinated, massive international programs for family planning, food production, conservation of energy, forest and water supply, and pollution control are no less vital to American security than to international stability.

— John B. Oakes, "An Insecurity Budget"
The New York Times, February 17, 1981

The U.S. and Refugees

Select Commission Recommends Changes . . .

A far-reaching examination of United States immigration and refugee policy drew to a close in January 1981 as the Select Commission on Immigration and Refugee Policy voted on its final report to the President and Congress, which was submitted at the end of February. (For membership, see box on this page.)

Refugees

Commissioners supported a continuation of the traditional U.S. commitment to acceptance of refugees. They endorsed provisions of the Refugee Act of 1980 with respect to the definition of refugee, the numbers of refugee visas allocated and how these visas are apportioned.

The Commission recommended increased involvement of local governments in the resettlement process and that Congress consider additional federal aid for communities with especially high concentrations of refugees. They also recommended Congress consider extending the time limit on federal reimbursement.

Concerns expressed include: The feeling that the present method of consultation does not allow adequate time for consideration by Congress; that excessive bureaucracies may be developing; and that social and ethnic conflicts may erupt because of public fears in areas of high concentrations of refugees.

Commissioners noted that improvements were needed in the preparation of refugee sponsors, in cash and medical assistance programs and in the strategies used by resettlement programs to promote self-sufficiency, stressing the importance of early employment. They recommended that the clustering of ethnic groups of similar backgrounds be encouraged except in areas of especially high concentration.

Finally, in order to provide more effective coordination of domestic and foreign policy concerns, the Commission recommended that the office of the U.S. Coordinator for Refugee Affairs be removed from the State Department and placed in the Executive Office of the President.

Mass Asylum

In the past year, the United States experienced for the first time the sudden, mass arrival of persons on our shores seeking asylum (see article, page 50). The Commission made several policy recommendations. These recommendations assume that the United States will remain a country of asylum for those fleeing oppression, that policies will be instituted to deter illegal migration, and that the United States will process asylum claims as expeditiously as possible and not hesitate to deport those persons who come to our shores and do not meet the criteria for asylees.

Commissioners recommended an interagency planning body to develop procedures for handling mass asylum situations, including contingency plans for federal asylum processing centers. Commissioners recommended that individual applicants be required to prove eligibility.

Administration

Commissioners recommended primary responsibility for the administration of a new U.S. immigration policy remain with the Immigration and Naturalization Service (I.N.S.).

The Commission suggested the clear separation, within the I.N.S., of enforcement and service functions under different program managers and with separate budgets. The Commission urged that the position of the head of the I.N.S. be upgraded and that the I.N.S. head report directly to the Attorney General on policy matters.

To improve the responsiveness and sensitivity of I.N.S. employees, Commissioners recommended a series of measures including: A code of ethics; courses on ethnic studies and benefits of immigration; recruitment of more employees with foreign language capabilities, minorities and women, and acquisition of foreign language skills for existing personnel; improved pay scales and working conditions; rewards for meritorious service and sensitivity; training in dealing with violence and threats; formalization of the mechanism for review of administrative complaints.

Commissioners also recommended a new Article I Immigration Court to process exclusion and deportation cases. Currently, cases are heard through a quasi-judicial system of immigration judges and a Board of Immigration Appeals.

Commissioners voted that Naturalization should become an administrative process with the option for a judicial ceremony. Currently, federal judges must handle the formal granting of citizenship and long delays have resulted in many jurisdictions.

Future Illegal Immigration

The Commission approved recommendations to control future flows of illegal immigration:

Better border and interior controls — The Commission favored the strengthening of INS enforcement capabilities at the border and in the interior of the U.S. with increased funding.

Economic deterrents in the workplace — The Commission recommended legislation making it illegal for employers, knowingly and willfully, to hire undocumented workers.

Commission Members

Members of the Select Commission for Immigration and Refugee Policy include: Rev. Theodore M. **Hesburgh**, President, University of Notre Dame, Chairman; Edmund S. **Muskie**, Secretary of State; Benjamin **Civiletti**, Attorney General; Patricia Roberts **Harris**, Secretary of Health and Human Services; F. Ray **Marshall**, Secretary of Labor; Edward M. **Kennedy** (D-Massachusetts), chairman, Dennis **DeConcini** (D-Arizona) and Charles McC. **Mathias**, Jr. (R-Wyoming), all Senate Judiciary Committee; Peter W. **Rodino** (D-New Jersey), chairman, full Committee on the Judiciary, Elizabeth **Holtzman** (D-New York), chairwoman, Subcommittee on Immigration, Refugees, and International Law, Judiciary Committee, Robert **McClory** (R-Illinois) and Hamilton **Fish**, Jr. (R-New York), all House Judiciary Committee; Rose Matsui **Ochi**, executive assistant to the Mayor, Criminal Justice Planning, Los Angeles; Joaquin Francisco **Otero**, International Vice President, Brotherhood of Railway and Airline Clerks, Washington, D.C.; Cruz **Reynoso**, associate justice, Court of Appeals, Third Appellate District, Sacramento.

After January 20, 1981, Cabinet members of the Reagan administration replaced those listed; also replaced was Rep. Holtzman who did not seek reelection to the House. All votes were taken prior to January 20.

. . . in Immigration & Refugee Policy

The Commission discussed a graduated series of penalties. Such a system must be based on a reliable means of identifying persons eligible to work. Commissioners stressed the principles of such a verification system: reliability, protection of civil rights and liberties, and cost-effectiveness. The Commission also recommended enforcement of existing wage and working standards legislation be increased.

Temporary Workers

Commissioners recommended the existing temporary worker program, called H-2 because form H-2 visas are required, be improved by speeding up processing. Presently, about 30,000 such workers come to the U.S. each year. Other steps were suggested to eliminate some of the present advantages that stem from hiring foreign rather than U.S. workers.

Illegal Aliens Now In the U.S.

The Commission unanimously favored a one-time legalization program for qualified undocumented or illegal aliens who are currently residing in this country, who have built up equity in the U.S. society and have proven themselves to be responsible residents. Eligibility should be limited to those who illegally entered the U.S. or who were in illegal status prior to January 1, 1980, and who, by the date of enactment of legislation, have continuously resided in the U.S. for a minimum period of time to be set by Congress. Further, the Commission recommended that the program of legalization should begin when new enforcement mechanisms have been instituted. Voluntary agencies and community organizations should be given a significant role in the legalization.

International Issues

The Commission *unanimously* recommended that the United States:

— Initiate discussion on ways to revitalize existing institutional arrangements for international cooperation in the handling of migration and refugee problems;

— Expand bilateral consultations with other governments, especially Mexico and other regional neighbors, regarding migration;

— Initiate discussions with regional neighbors on the creation of mechanisms to promote cooperation in matters of mutual interest, such as trade, migration, protection of human and labor rights of nationals residing in each other's countries, and the establishment of a regional authority to aid asylees.

Admission of Immigrants

The Commission recommended:

— No numerical ceilings for total immigrant and refugee admissions should be set;

— A modest increase in numerically limited immigration from 270,000 to 350,000 per year, and that the new base level should be increased by a fixed amount (100,000 per year) for the first five years to provide a higher ceiling, allowing backlogs to be cleared.

Family Reunification

— Continued admission of immediate relatives of U.S. citizens outside of any numerical limitations should be permitted. This group should be expanded slightly to include not only the spouses, minor children and parents of adult citizens, but also the adult unmarried sons and daughters and grandparents of adult U.S. citizens;

— A substantial number of visas should be set aside for spouses and unmarried sons and daughters of permanent resident aliens; this group should be given top priority in the numerically limited family reunification category;

— A numerically limited preference should be included for the married sons and daughters of U.S. citizens;

— Brothers and sisters should be included in the numerically limited family reunification category;

— A numerically limited preference should be included for parents over 60 of adult permanent resident aliens who have no children living outside the United States;

— Spouses and minor children of permanent resident aliens should be admitted on a first-come, first-served basis within a worldwide ceiling set for that preference; country ceilings should apply to all other numerically limited family reunification preferences.

Independent Immigration

— Small, numerically limited categories for the entry of immigrants with exceptional qualifications or of certain investors should be included;

— A category for other qualified independent immigrants should be created.

Final Report Available

The Commission's final report, *U.S. Immigration Policy and the National Interest*, will be available at cost. Write to: The Select Commission on Immigration and Refugee Policy, New Executive Office Building — Room 2020, 726 Jackson Place, N.W., Washington, D.C. 20506, Telephone: (202) 395-5615.

"International Machinery Needed"

"The need for an international machinery to respond to refugee and migration problems is obvious." This comment was made by Rep. Peter Rodino, chairman of the U.S. House Judiciary Committee, in an address in Washington, November 12, 1980. He continued, "An international mechanism of this nature could develop adequate contingency plans, thereby reducing sometimes fatal delays in responding to refugee emergencies. It would also explore more aggressively the alternative of voluntary repatriation . . .

"We must also vigorously pursue the creation of a permanent international fund to finance special projects for resettlement in developing countries. These projects should include the identification of particular areas or regions which are underpopulated, underdeveloped and susceptible to resettlement programs . . .

"The only operational international entity dealing with refugees and migrants (now) is the Intergovernmental Committee for Migration." (See page 36.)

In addition to his important role in considering migration legislation, Mr. Rodino was a member of the Select Commission.

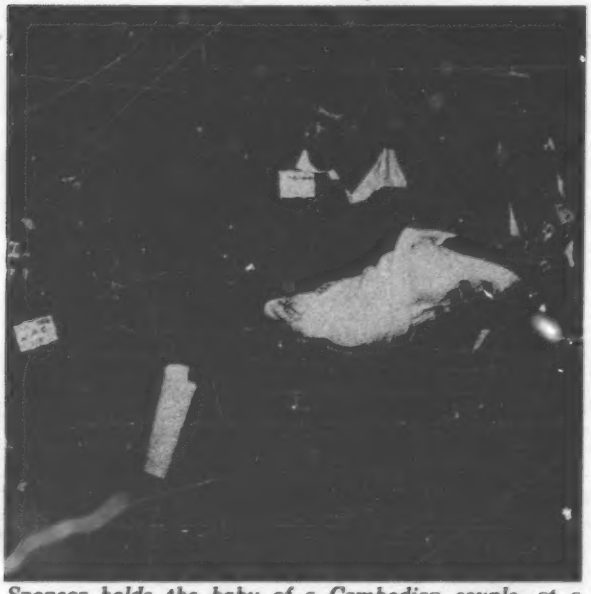
The U.S. and Refugees

Agencies Design Programs . . .

Over five years of experience have brought insight and innovation to the Indochinese refugee resettlement program in the United States. While continuing to resettle large numbers of Indochinese, the eleven national voluntary resettlement agencies have worked at the national level and through their local affiliates to develop programs which meet the needs of specific ethnic groups, and to enhance the skills necessary for the newcomers to function in the society.

The following are merely examples of efforts to help ease the Indochinese into their new home communities.

Cambodian Resettlement: In 1981, approximately 20,000 Cambodians are expected to arrive in the United States from the camps in Thailand. About half of them will join friends and relatives, but the remaining 10,000 will be part of a new resettlement program being developed by the American Council of Voluntary Agencies' Committee on Migration and Refugee Affairs and the Cambodian Association of America at the request of the Office of Refugee Resettlement, Department of Health and Human Services.



Church World Service

Sponsor holds the baby of a Cambodian couple, at a meeting of the Sponsor Support Network set up by the Washington Association of Churches (see article). Man at left is a "jobs program counselor."

The new program, coordinated by ACVA's Refugee Resource Center, introduces the concept of "cluster" resettlement on a nationally-coordinated scale. Cambodians in groups of 300-1,000 will be resettled in 10-15 pre-selected sites across the country. Each site has the following characteristics: a small pocket of well-settled Cambodians; a local Cambodian society which will provide orientation, counseling, information, and translation services; available employment, housing, English training, and other social services.

New York City, Atlanta, Houston, and Dallas will be the first cities to take part. Other cities to join as numbers increase include Boston, Cincinnati, Columbus, Phoenix, Rochester, and Syracuse. Evaluation tests are being designed to help professionals modify the program if necessary and develop guidelines.

Multicultural English Language for Children: In Syracuse, New York, English-as-a-second-language teachers have decided to include Indochinese refugee children in language classes already underway for other foreign-born children. Children from 22 countries, many with parents employed by the local university, medical center and high technology industries, meet to learn English and "share their likenesses."

Sponsor-Centered Program: Refugees are not alone in finding adjustment difficult. Most sponsors take their responsibilities toward their refugee families very seriously, but often feel uncertain how much support is truly wanted and are unable to communicate effectively.

In Seattle, the Washington Association of Churches set up a sponsor support group. The members, each sponsors of Indochinese refugees in the community, meet to discuss problems and rewards. Together, members are often able to help one another deal with specific situations.

English Language Training and Mental Health: The inability to communicate from one culture to another frequently results in frustrating and confusing experiences for both Indochinese refugees and the Americans with whom they come in contact. Lack of a common language is one part of the problem; another dimension is caused by differences in underlying thought patterns which accompany the communications process.

The New Jersey Office of Adult Education, under a grant from the Department of Health and Human Services, has developed a set of reading and conversa-

. . . To Help Refugees Adjust in U.S.

tion materials to help ESL teachers deal with these problems.

The materials, "Good Days and Bad Days," focus on situations in which refugees have difficulty communicating their thoughts and feelings. These situations include interactions with teachers, bosses, sponsors, and other family members. Utilizing a technique called "inner voices," the materials seek to show that a shared experience is often interpreted in different ways by those involved. By reading, reacting to, and creating "inner voices," students increase their understanding of the underlying cultural differences which inhibit understanding.

The materials were developed when it was determined that the current mental health system did not help refugees and that the Indochinese culture placed a stigma on individuals seeking help outside the family. Since refugees naturally seek out English language training, ESL classes seemed a natural contact point for teaching an understanding between the two cultures.

English Language for Senior Citizens: In suburban Washington, D.C., a program is planned to introduce elderly Indochinese refugees to basic "survival English" and at the same time offer orientation to U.S. life. Volunteer language teachers are being recruited from retired persons clubs in Arlington, Va. Members of the local Indochinese senior citizens club will learn from their American peers in space donated by the local churches under the supervision of staff members of the Buddhist Social Service in Washington.

Employment and English Language Training: With the cooperation of employers, programs are being designed to enable Indochinese refugees to begin work very soon after arrival without excellent English language skills. Two examples are worth noting:

In Akron, the tool-and-die industry is cooperating. At one factory, refugees work alongside Americans learning the skills and then attend English language classes on the premises geared to the language and vocabulary necessary for the job. The classes are conducted in cooperation with the International Institute of Akron.

In Lawrence, Massachusetts, another pattern approved by the employer is in operation. Two individuals share one job; one attends English language classes in the morning and works the afternoon shift; the partner works mornings and studies in the afternoon. Both receive full pay, although the employer pays each for only four hours; the rest of the salaries are paid through Indochinese refugee assistance funds. An additional benefit to the employer is a tax deduction for taking part in a training program. The program is coordinated by the International Institute in Lawrence, one of 33 member agencies of the American Council for Nationalities Service. □

LIRS photo

Specialist in English as a Second Language (ESL) leads workshop for teachers, with Vietnamese youths as subjects. Classes are put on by Lutheran Immigration and Refugee Service.

Camera Arts

Soviet arrivals at JFK Airport in New York receive the traditional Matzoth from welcomers. Hebrew Immigrant Aid Society (HIAS), sponsoring agency, provides followup services.

Directory of Organizations

(R) Means "Resettlement"
(R) preceding the name of an organization denotes "Resettlement Agency," a voluntary agency taking part in U.S. programs to resettle refugees. Readers may contact such agencies for information on sponsorship.

International

Intergovernmental Committee for Migration (ICM): P.O. Box 100 CH-1211 Geneva 19, Switzerland. Director: James Carlin. Regional representative: Richard Scott, Suite 2122, 60 E. 42nd St., New York, NY 10165. Tel.: 212/599-0440.

Established in 1951, arranges for processing and transportation of European, African, Latin American, and Indochinese refugees to immigration countries in cooperation with international organizations, governmental and non-governmental agencies concerned with refugees. Implementing programs of transfer of technology to developing countries.

International Committee of the Red Cross (ICRC): 17, avenue de la Paix, CH-1211 Geneva, Switzerland.

Private Swiss organization that protects and helps civilian and military victims of armed conflicts worldwide. Includes medical aid, relief supplies, a tracing agency for missing persons, and a program of visitors to prisoners of war and civilian internees.

International Council of Voluntary Agencies (ICVA): 17, avenue de la Paix, 1202 Geneva, Switzerland. Tel.: 33 20 25. Executive Director: Anthony Kozlowski.

Independent and neutral international association of voluntary agencies established in 1962 as a permanent liaison structure for consultation and cooperation. Presently composed of 60 international and national voluntary agencies.

International Disaster Institute: 85 Marylebone High St., London W1M 3DE. Director: Dr. Frances D'Souza.

Carries out research into all aspects of disasters including refugee communities; runs briefing and training courses for field staff, and acts as an information center. Also publishes a quarterly journal on disaster-related topics and is in the process of setting up a Refugee Information Unit.

International University Exchange Fund (IUEF): P.O. Box 368, 1211 Geneva 11 Switzerland. Tel.: 29 17 88. Director: Hassim Soumare.

Promotes, through educational and humanitarian assistance, the liberation of countries and peoples under colonial and minority oppression, and assists in the development of the liberated and decolonized territories. Educational and training programs. Cooperates with United Nations agencies, the Organization for African Unity and the Council of Europe.

Office of the United Nations High Commissioner for Refugees (UNHCR): Palais des Nations, 1211 Geneva 10, Switzerland. High Commissioner: Poul Hartling. Regional office: UN Bldg., 3rd fl., New York, NY 10017. Tel.: 212/754-7600. Washington Liaison Office: UNHCR, 1785 Massachusetts Ave., NW, Washington, DC 20036. Tel.: 202/387-8546. (Liaison with U.S.)

Established in 1951 to: 1) provide international protection to refugees who fall within the scope of its Statute, and 2) seek permanent solutions for the problem of refugees. Also coordinates assistance programs for displaced persons in accordance with various subsequent General Assembly resolutions. Representation in some 60 countries.

United Nations Children's Fund (UNICEF): 866 UN Plaza, New York, NY 10017. Tel.: 212/754-4213. Executive Director: James Grant.

Since 1946 has cooperated with developing countries in providing child assistance programs involving nutrition, primary health care, water and sanitation, and education. Provides humanitarian assistance to emergency victims of natural and man-made disasters.

United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA): Vienna International Centre, Box 700, A1400, Vienna, Austria. Commissioner-General: Olof Rydbeck. New York Liaison Office: John Miles, Room 937, United Nations, New York, NY 10017. Tel.: 212/754-4214.

Since 1950 has provided assistance to some 1.8 million Palestine refugees in Jordan, the West Bank, the Gaza Strip, Lebanon and Syria. Offers basic health and relief services and education services to children up to the lower secondary level.

U.S. Government

Department of Health and Human Services, Office of Refugee Resettlement: 330 C St., SW, Room 1229, Washington, DC 20201. Tel.: 202/245-0418.

Provides assistance to refugees after initial placement in U.S. communities, with federal funding, through existing federal programs which are administered by states.

Department of Justice, Immigration and Naturalization Service: 425 Eye St., NW, Washington, DC 20536. Tel.: 202/633-2000. Acting Commissioner: David Crosland.

Administers immigration and naturalization laws relating to the admission, exclusion, deportation and naturalization of aliens.

Office of the United States Coordinator for Refugee Affairs: Room 7526, Department of State, Washington, DC 20520. Tel.: 202/632-3964. Refugee Program Office, Room 6313, Department of State, Washington, DC 20520. Tel.: 202/632-5822.

Formulates policy and plans for U.S. refugee and migration programs; acts as clearinghouse for information on refugee affairs.

Senate Judiciary Committee, 132 Russell Senate Office Building, Washington, DC 20510. Tel.: 202/224-8050. Strom Thurmond, Chairman. Subcommittee on Immigration and Refugee Policy: Alan Simpson, Chairman.

Studies and makes recommendations on the problems of refugees; has jurisdiction over immigration and naturalization legislation.

Selected U.S. Voluntary Agencies

Afghan Community in America: 139-15 95th Ave., Jamaica, NY 11346. Tel.: 212/658-3737. Chairman: Habib Mayar.

Non-profit organization that provides non-military assistance to those made needy by the present war in Afghanistan. Solicits contributions and gifts of any kind towards that end.

Afghanistan Relief Committee, Inc.: 345 Park Ave., Suite 4100, New York, NY 10022. Tel.: 212/344-6616. President: Gordon A. Thomas.

Provides charitable, educational, humanitarian and benevolent assistance to the people of Afghanistan wherever they are located, either directly or through organizations with similar purposes. Solicits funds and in-kind donations for this purpose.

Africare, Inc.: 1601 Connecticut Ave., NW, Room 600, Washington, DC 20009. Tel.: 202/462-3614. Executive director: C. Payne Lucas.

Private, non-profit organization with more than 30 development assistance projects in Africa, including providing hospital equipment and supplies to Somalia and support for a refugee settlement in Zambia.

Aid for Afghan Refugees (AFAR): 1052 Oak St., San Francisco, CA 94117. Tel.: 415/863-1450.

A group of Americans and Afghans organized as a non-profit apolitical organization to raise money for Afghan refugees in Pakistan, and to raise the awareness of Americans about the Afghan refugee situation.

American Bar Association Indochinese Refugee Legal Assistance Program: 800/334-0074. (In North Carolina, call 919/684-6418, not toll-free).

Offers reliable, basic legal advice to Indochinese refugees.

The American Council for Judaism Philanthropic Fund: 386 Park Avenue South, New York, NY 10016. Tel.: 212/684-1525. Executive Secretary: Mrs. Carolyn Kinsman.

Provides relief and resettlement services to Jewish refugees in Europe and the United States through programs administered by the International Rescue Committee.

(R) American Council for Nationalities Service: 20 W. 40th St., New York, NY 10018. Tel.: 212/398-9142. Executive Director: Wells C. Klein.

ACNS and its member agencies assist immigrants, refugees, and the foreign born in adjusting to American society, and work for the acceptance of all citizens as equal participants in American life. Since 1975, actively engaged in the resettlement of refugees including Indochinese, Cubans, and Ethiopians.

American Council of Voluntary Agencies for Foreign Service, Inc.,: 200 Park Ave-

nue South, New York, NY 10003. Tel.: 212/777-8210. Executive Director: Leon O. Marion.

Established in 1943 to provide a means for consultation, coordination and planning to assure the maximum effective use of contributions of the American community for the assistance of people overseas. A Committee on Migration and Refugee Affairs coordinates plans and activates for refugees assistance at home and abroad.

American Friends Service Committee: 1501 Cherry St., Philadelphia, PA 19102. Tel.: 215/241-7000. Executive Secretary: Asia Bennett.

Quaker organization dedicated to humanitarian service. Provides food, shelter and supplies, especially in response to needs created by war, disaster, gross violations of human rights, where provision of relief may lead to constructive community development.

(R) American Fund for Czechoslovak Refugees: 1790 Broadway, Room 710, New York, NY 10019. Tel.: 212/265-1919. President: Dr. Jan Papanek.

AFCR was organized in 1948 to help resettle Czechoslovakian, Central and Eastern European refugees. Since 1975, AFCR has been participating in the resettlement of Indochinese refugees.

American Immigration and Citizenship Conference: 20 W. 40th St., 1st Floor, New York, NY 10018. Tel.: 212/221-6751. Executive Director: Gladys E. Alesi.

Coordinating agency for voluntary agencies interested in promoting a non-discriminatory immigration policy. Acts as a clearing house for information, stimulates studies and conferences on immigration and refugees, and provides the means for joint action by its members.

American Jewish Joint Distribution Committee, Inc.: 60 E. 42nd St., New York, NY 10017. Tel.: 212/687-6200. President: Donald M. Robinson.

Assists Jewish emigrants from eastern Europe through all phases of resettlement, including relief in transit, cultural and religious aid and reconstruction aid.

American National Red Cross: 17th and D Streets, NW, Washington, DC 20006. Tel.: 202/737-8300.

Assists refugees in cooperation with other National Red Cross Societies, the International Committee of the Red Cross and the league of Red Cross Societies. Provides funds, supplies and assistance of qualified specialized staff in refugee relief. Reunites refugees with their relatives in the U.S. and maintains an international foreign location inquiry service to help refugees locate missing family members.

American Near East Refugee Aid: 1522 K St., NW, #202, Washington, DC 20005. Tel.: 202/347-2558. President: Dr. Peter Gubser.

Non-profit, charitable organization working to increase total assistance in cash and kind from Americans to Palestinian refugees and other needy individuals in the Arab world. Seeks to increase American understanding of the plight of the Palestinians. Efforts directed toward social and economic development in the occupied West Bank and Gaza Strip.

American ORT (Organization for Rehabilitation Through Training) Federation: 817 Broadway, New York, NY 10003. Tel.: 212/677-4400. Executive Vice President: Donald H. Klein.

Founded 1922. Organizes and maintains programs providing vocational education and training for youth and adult Jewish transmigrants. Affiliated with the World ORT Union.

American Refugee Committee: 310 Fourth Ave. South, Room 410, Minneapolis, MN 55415. Tel.: 612/332-5365. National Director: Stanley B. Breen.

Works with Indochinese refugees both in the U.S. and in refugee camps in Southeast Asia. Medical teams to refugee camps in Thailand. Participates in resettlement of Indochinese.

(R) Buddhist Council for Refugee Rescue and Resettlement: City of 10,000 Buddhas, Box 217, Talmage, CA 95481. Tel.: 707/468-9155. Executive Co-Director: David Rounds.

Voluntary agency, composed of Buddhist organizations and Asian-American civic associations in the U.S., which resettles Indochinese refugees. Operates an English language and acculturation training program for newly arrived refugees.

CARE: 660 First Ave., New York, NY 10016. Tel.: 212/686-3110. Executive Director: Dr. Philip Johnson.

In addition to regular feeding and self-help programs in 35 developing countries, aids refugees by providing emergency supplies and the means for reconstruction and rehabilitation. This includes food, medicine and medical supplies, seed, tools, water pumps, vocational training and materials, clothing, blankets and cooking utensils.

Catholic Relief Services — U.S.C.C. (CRS); 1011 First Ave., New York, NY 10022. Tel.: 212/838-4700. Executive Director: Most Rev. Edwin B. Broderick, D.D.

Founded in 1943 under the sponsorship of the Catholic Bishops of the United States. Cooperates with local social welfare agencies in over 60 countries to provide emergency and disaster relief, refugee resettlement and rehabilitation, support for the disabled and infirm and self-help development projects.

(R) Church World Service: 475 Riverside Dr., New York, NY 10115. Immigration and Refugee Program. Tel.: 212/870-2164. Executive Director: Paul F. McCleary.

Relief and development arm of the National Council of Churches. Assists refugees in their own country as well as countries of first asylum and works closely with regional ecumenical colleague agencies, including the World Council of Churches.

Direct Relief Foundation: 404 E. Carrillo St., Santa Barbara, CA 93101. Tel.: 805/966-9149. Executive Director: Dennis G. Karzag.

Receives and donates contributions of pharmaceuticals, medical supplies and equipment to assist victims of natural and man-made disasters. Recruits, screens and arranges overseas assignments for volunteer doctors, nurses and related personnel in Africa, Asia, Latin America, and the Middle East.

Eritrean Relief Committee, Inc.: P.O. Box 1180, New York, NY 10017. Tel.: 212/866-4293.

Coordinates relief efforts in North America for Eritrean refugees.

Hadassah: The Women's Zionist Organization of America, Inc.: 50 W. 58th St., New York, NY 10019. Tel.: 212/355-7900. Executive Director: Aline Kaplan.

Maintains medical facilities, immigrant camps, schools and agricultural settlements, and encourages and supports medical education in Israel. Assists in immigration and resettlement in Israel of Jewish children and youth. Founded 1912.

(R) HIAS (Hebrew Immigrant Aid Society, Inc.) World Headquarters: 200 Park Avenue South, New York, NY 10003. Tel.: 212/674-6800. Executive Vice President: Leonard Seidenman.

Assists Jewish refugees and migrants from Eastern Europe, the Middle East, North Africa and elsewhere. Global network of offices and affiliated organizations in 47 countries on six continents. Provides for pre-migration planning, visa documentation, reception, transport, etc.

Holt International Children's Services, Inc.: 1195 City View, Box 2880, Eugene, OR 97402. Tel.: 503/687-2202. Executive Director: David H. Kim.

Provides care for unaccompanied minors through its sister organization, Holt Sahathai Foundation, in two Khmer refugee holding centers in Thailand. Plans to open an Indochinese Refugee Cultural and Service Center in Eugene, Oregon for refugees, sponsors, and service agencies.

International Christian Aid: 800 Colorado Blvd., Los Angeles, CA 90041. Tel.: 213/254-4371. President: Joe Bass.

Aids refugees and displaced persons with food, clothing, special training, self-help programs and emergency disaster aid. Currently assists refugees from Cambodia, Laos, Vietnam, Afghanistan, Ethiopia, Mozambique and Angola.

Indochina Refugee Action Center (IRAC): 1025 15th St., NW — Suite 700, Washington, DC 20005. Tel.: 202/347-8903. Director: Jesse Bunch.

Provides technical assistance to refugee self-help groups and community service providers, and information services to persons and programs involved in resettlement.

(R) International Rescue Committee: 386 Park Avenue South, New York, NY 10016. Tel.: 212/679-0010. Executive Director: Charles Sternberg.

Nonsectarian, nonpartisan voluntary agency providing relief and resettlement services for refugees and displaced victims of war.

Directory of Organizations *(Continued)*

International Social Service, American Branch: 291 Broadway, 11th Floor, New York, NY 10007. Tel.: 212/964-7550. Executive Director: Mary Jane Fales.

Part of a global network of professional services for individuals and families with problems related to intercountry movement or migration. Conducts research, provides training, consultation and information on international concerns.

(R) Lutheran Immigration & Refugee Service/Lutheran Council in the U.S.A.: 360 Park Avenue South, New York, NY 10010. Tel.: 212/532-6350. Director: Ingrid Walter.

Provides immigration and resettlement assistance to refugees on behalf of cooperating Lutheran churches in the U.S.

Lutheran World Relief: 360 Park Avenue South, New York, NY 10010. Tel.: 212/532-6350. Executive Director: Dr. Bernard A. Confer.

Serves as overseas aid and development agency to assist with emergency and long-term help for people in Asia, Africa and Latin America. Refugee assistance is frequently channeled through programs of Lutheran World Federation.

MAP International: 327 W. Gunderson Dr., Wheaton, IL 60187. Tel.: 312/653-6010. President: Larry E. Dixon.

Christian world health and development organization which provides supplies to hospitals and clinics in developing coun[illegible] Also provides training, consultation and refe[illegible]urch-related development agencies.

Mennonite Central Committee: 21 S. 12th St., Akron, PA 17501. Tel.: 717/859-1151. Executive Secretary: William Snyder.

Cooperative relief and service agency for 17 Mennonite and Brethren in Christ groups. Provides material aid to refugees from man-made and natural disasters. Arranges resettlement for refugees in the U.S. and Canada.

Migration and Refugee Services (M.R.S.): United States Catholic Conference: 1312 Massachusetts Avenue, NW, Washington, DC 20005. Tel.: 202/659-6618. Executive Director: John McCarthy.

Responsible for all immigrant, migrant and refugee activities conducted at the national level by the Catholic Church of the United States. Coordinates with agencies in public and private sectors in resettlement and assimilation of individuals and families in American society.

National Council for International Health: 2121 Virginia Ave., NW, Suite 303, Washington, DC 20037. Tel.: 202/298-5901. Executive Director: Dr. Russell E. Morgan, Jr.

Promotes cooperation and encourages communication among the many individuals, agencies and organizations, both public and private, working in international health. Facilitates the coordination of U.S. international health activities and refugee relief programs.

Operation Survival, Inc.: 314 17th St., Suite 822, Oakland, CA 94612. Tel.: 415/531-3238. Director: Eileen Hopley.

Non-profit organization established in March 1980 to contribute to international relief efforts, to date by the purchase of medical equipment for refugee camps along the Thai-Cambodian border. Publishes updates on camps and fund-raising efforts bi-monthly.

Oxfam America: 302 Columbus Ave., Boston, MA 02116. Tel.: 617/247-3304. Executive Director: Joe Short.

Funds projects in Africa, Asia and Latin America designed to increase self-reliance and promote lasting economic and social development.

Rav Tov: 125 Heyward St., Brooklyn, NY 11236. Tel.: 212/875-8300. Executive Director: Rabbi David Niederman.

Since 1973 has assisted Russian and eastern European refugees through all phases of resettlement, including ESL training, employment counseling, and general maintenance and health services.

The Salvation Army World Service Office (SAWSO): 1025 Vermont Ave., NW, Washington, DC 20005. Tel.: 202/833-5646. National Secretary: Lt. Colonel Ernest A. Miller.

Provides relief and assistance within its capabilities to refugees anywhere in the world.

Save the Children Federation: 54 Wilton Rd., Westport, CT 06880. Tel.: 203/226-7272. President: David L. Guyer.

Provides humanitarian aid with emphasis on self-help refugee participation. Offers English as Second Language and cultural orientation programs in Indonesia and Thailand.

Spanish Refugee Aid, Inc.: 80 E. 11th St., Rm. 412, New York, NY 10003. Tel.: 212/674-7451. Director: Nancy Macdonald.

Founded in 1953 to aid refugees of the Spanish Civil War, thirty thousand of whom remain in France. Provides economic and moral aid to the old and sick.

(R) Tolstoy Foundation, Inc.: 250 W. 57th St., Suite 1101, New York, NY 10107. Tel.: 212/247-2922. Executive Director: Teymuraz Bagration.

Founded in 1939 to assist Russian refugees. Scope has broadened to assist other refugees. Has a cultural center and field and regional offices in the U.S., operational offices in Europe and Latin America, and correspondents in the Middle East.

United Lithuanian Relief Fund of America, Inc.: National Headquarters: 2558 W. 69th St., Chicago, IL 60629.

Founded in 1944; ULRF grants refugee aid, immigrant assistance, educational aid, social welfare to the sick and needy; non-sectarian, non-profit organization.

United States Committee for Refugees: 20 W. 40th St., New York, NY 10018. Tel.: 212/398-9142. Executive Director: Wells C. Klein.

Private, non-profit organization serving as a non-governmental focal point for information and education activities on behalf of the world refugee situation. Supports UN specialized agencies working to alleviate world refugee problems and monitors legislation in Congress. Affiliated with American Council for Nationalities Service (ACNS).

U.S. Committee for UNICEF: 331 E. 38th St., New York, NY 10016. Tel.: 212/686-5522. President: C. Lloyd Bailey.

Established in 1947; informs Americans about UNICEF's efforts to meet the needs of the developing world's children, and raises funds for UNICEF through greeting card sales, group fund-raising events, direct contributions, and special events.

(R) World Relief Refugee Services: National Association of Evangelicals, P.O. Box WRC, Nyack, NY 10960. Tel.: 914/353-1444. Vice-President: T.G. Mangham.

Assists churches, community groups, and individual Christian families who wish to sponsor Indochinese refugees.

World Vision International: 919 W. Huntington Dr., Monrovia, CA 91016. Tel.: 213/357-7979. President: Dr. Stan Mooneyham.

Active in Asia, Africa, and Latin America, providing food, health care programs, medical supplies and farming equipment.

(R) YMCA Refugee Resettlement Services: 101 N. Wacker Drive, Chicago, IL 60606. Director: Boris Kazimoff. (New York Office: 291 Broadway, New York, NY 10007. Tel.: 212/374-2285. Associate Director: Ray E. Day.)

Directs national YMCA services for refugees. Acts as liaison for local YMCA's, cooperates with other national voluntary agencies and appropriate government agencies.

Resettlement Directory

Refugee Resettlement Resource Book has been compiled and is available from Indochina Refugee Action Center, 1025 15th St., NW, Suite 700, Washington, DC 20005 for $17.50 per photocopy. The book lists and describes agencies involved in refugee resettlement in the U.S., and will have 3 updates during FY 1981 for a subscription fee of $15.00.

Human Rights Groups

Ad Hoc Committee on the Human Rights and Genocide Treaties: 25 E. 78th St., New York, NY 10021. Tel.: 212/535-3700.

Supports efforts to advance the UN Charter's purpose of promoting and encouraging human rights and fundamental freedoms for all without discrimination. Presses for ratification of international human rights instruments.

American Committee on Africa: 305 E. 46th St., New York, NY 10017. Tel.: 212/838-5030.

Founded in 1953. Devoted to support of the African people in their struggle for freedom and independence. Informs the American public about significant African issues, mobilizes public support for African freedom and works for policies to strengthen this aim.

Amnesty International, USA: 304 W. 58th St., New York, NY 10019. Tel.: 212/582-4440 (National Office).

Worldwide non-governmental organization working for the release of "prisoners of conscience," for speedy and fair trial, and against torture and the death penalty. Publishes documentation of human rights violations.

Center of Concern: 3700 13th St., NE, Washington, DC 20017. Tel.: 202/635-2757.

Independent organization engaged in social analysis, religious reflection, and public education on the protection of rights and the promotion of social justice. Linked with a large number of peace and justice groups (mainly Catholic).

Commission to Study the Organization of Peace: 866 United Nations Plaza, New York, NY 10017. Tel.: 212/688-4665.

Activities include the pacific settlement of disputes, maintenance of international peace and security, disarmament, trusteeship and human rights.

Freedom House: 20 W. 40th St., New York, NY 10018. Tel.: 212/730-7744. Executive Director: Leonard R. Sussman.

Publishes an annual survey of freedom, distributes books to students in Asia, Africa and Latin America, monitors compliance to the Helsinki Accords, publishes writing from individuals in oppressive countries.

Humanitas International Human Rights Committee: P.O. Box 818, Menlo Park, CA 94025. Tel.: 415/324-9077. President: Joan C. Baez.

Program of research and education, nonviolent intervention on behalf of those whose rights are denied, and support of like-minded organizations.

International Commission of Jurists, Association for: 777 United Nations Plaza, New York, NY 10017. Tel.: 212/972-0883.

Non-governmental organization that collects, preserves and disseminates material on the Rule of Law and human rights. Makes private interventions on behalf of political prisoners and observes political trials.

International League for Human Rights: 236 E. 46th St., New York, NY 10017. Tel.: 212/972-9554.

Publicizes human rights violations through reports, documented complaints to governments and intergovernmental bodies, direct negotiation with governments, and support of civil liberties groups worldwide.

Lawyers' Committee for International Human Rights: 236 E. 46th St., New York, NY 10017. Tel.: 212/682-8564. Executive Director: Michael Posner.

Legal resource center for human rights activities. Recently established a Political Asylum Project which provides legal representation for individual asylum applicants through the use of volunteer attorneys.

Minority Rights Group: 36 Craven St., London WC2N 5NG, U.K. Tel.: 01930 6659. Director: Een Whitaker. New York Branch: Sue Nichterlein, 35 Claremont Ave., #4S, New York, NY 10027. Tel.: 212/864-7986.

International human rights information and education body. Publishes reports on minority groups worldwide.

Network: 806 Rhode Island Ave., NE, Washington, DC 20018. Tel.: 202/526-4070.

Religious lobby for social justice that works for peace, further rights of women, social/economic rights to health, employment and food.

P.E.N. American Center: 47 Fifth Ave., New York, NY 10003. Tel.: 212/255-1977.

International association of poets, essayists, editors and novelists (P.E.N.) that promotes cooperation among people of letters in all countries in freedom of expression, exchange of ideas relevant to literature and international goodwill.

Human Rights Directories

"Human Rights North American Directory — 1980" and "Human Rights Directory: Latin America, Africa, Asia" have been compiled by and are available from Human Rights Internet, 1502 Ogden St., NW, Washington, DC 20010. The first lists North American-based organizations engaged in international human rights work, and is $12.00 per copy for non-members of Internet and $6.00 per copy for members. The directory for Latin America, Africa, and Asia lists organizations in those areas engaged in civil and human rights work, and is $22.00 per copy for non-members and $11.00 for members.

Where to Get More Information

(Readers with research interests on countries or issues not discussed in depth in this survey should write directly to the U.S. Committee for Refugees, 20 West 40th Street, New York, N.Y. 10018. Such requests should be as specific as possible, indicating countries of concern, issues under consideration, and how the information is to be used. USCR will attempt to provide bibliographies or referrals to appropriate sources of information.)

BIBLIOGRAPHIES

A Bibliography on Refugees. "UNHCR" (a publication), No. 4 (Oct.-Nov. 1980). UNHCR, UN Bldg. 3rd floor, New York, NY 10017.

A selection with comments by Barry N. Stein, in 13 categories.

The Resettlement of Indochinese Refugees in the United States: A Selected Bibliography. Indochina Refugee Action Center, 1025 15th St., NW, Suite 600, Washington, D.C. 20005. Sept. 1980.

Selected Bibliography: Refugees and Refugee Migration. Church World Service, 475 Riverside Dr., Rm. 666, New York, NY 10027. Oct. 1980.

(Continued on next page)

Where to Get More Information *(Continued)*

English Language Resource Center
Center for Applied Linguistics
3520 Prospect St., N.W.
Washington, D.C. 20007
800/424-3750 (Toll free)
202/298-9292 (local residents)
Offers Indochinese refugee education guides free of charge, including a bibliography of teaching materials and dictionaries.

Indochinese Materials Center
U.S. Department of Education
324 E. 11th St., 9th Floor
Kansas City, Missouri 64106
Bibliography of education and resettlement materials for Indochinese refugees.

GENERAL

Grahl-Madsen, Atle. *The Status of Refugees in International Law* 2 vols. Leyden: A.W. Sijthoff, 1966 & 1972.

Holborn, Louise W. *Refugees: A Problem of Our Time. The Work of the United Nations High Commissioner for Refugees, 1951-1972.* 2 vols. Metuchen: Scarecrow Press, 1975.

How to Become a Citizen of the United States, revised 22nd edition. American Council for Nationalities Service, 1980; 20 West 40th St., N.Y., N.Y. 10018.

Morrison, Joan and Zabusky, Charlotte Fox. *American Mosaic: The Immigrant Experience in the Words of Those Who Lived It.* Dutton: 1980. Stories of immigrants, including refugees, from many countries.

Newland, Kathleen. *Refugees: The New International Politics of Displacement.* Worldwatch Paper 43, March 1981. Worldwatch Institute, 1776 Massachusetts Ave., NW, Washington, D.C. 20036.

Histories of Groups Which Become Refugees

The Minority Rights Group of London, England, has published nearly 50 booklets which give brief and accurate accounts of the history of many minority groups around the world, including some who are now refugees.

For list of titles and prices, write Minority Rights Group (New York), #4S, 35 Claremont Ave., New York, NY 10027.

Norwood, Frederick A. *Strangers and Exiles: A History of Religious Refugees.* 2 vols. Nashville, Tenn.: Abingdon Press, 1969.

Sobel, Lester A., Ed., *Refugees: A World Report, 1979.* Facts on File, 119 W. 57th St., New York, NY 10019.

Stein, Barry N. and Tomasi, Sylvan M., (eds.) "Refugees Today," International Migration Review, Spring 1981. Special double issue available from Center for Migration Studies, 209 Flagg Place, Staten Island, NY 10304.
(Center for Migration Studies produces a number of publications on refugees and immigration.)

Taft, Julia Vadala; North, David S., and Ford, David A. *Refugee Resettlement in the U.S.: Time for a New Focus.* Washington: New Trans Century Foundation, 1979. (Available from NTF, 1789 Columbia Rd., NW, Washington, D.C. 20009.)

REPORTS

Office of the U.S. Coordinator for Refugee Affairs. *Overview of World Refugee Situation*, Aug. 1980. Department of State, Washington, D.C. 20520.

Refugee Reports. American Public Welfare Association, 1125 15th St., NW, Suite 300, Washington, D.C. 20005. Published biweekly.

Select Commission on Immigration and Refugee Policy. *U.S. Immigration Policy and the National Interest*, Feb. 1981. Select Commission, 726 Jackson Place, New Executive Office Bldg., Rm. 2020, Washington, D.C. 20506.

In Immigrants' Words

A book telling "the immigrant experience in the words of those who lived it" won praise from a New York Times reviewer and others. "American Mosaic," published in 1980 by E.P. Dutton, represents recordings of 140 people from 50 countries, many of them refugees. Commented the Times: ". . . rich in significant details about the great and complex story of immigration to the U.S."

U.N. High Commissioner for Refugees. *Report on UNHCR Assistance Activities in 1979-1980 and Proposed Voluntary Funds Programmes and Budget for 1981*, A/AC.96/577, Aug. 1980. UN Bldg., 3rd Floor, New York, NY 10017.
UNHCR produces a variety of books, reports, UNHCR Refugee Update, UNHCR News and films about refugees worldwide.

UNICEF. "Children on the Move," UNICEF News, Issue 106, 1980/4. UNICEF News — published four times a year — is available from United Nations Children's Fund, New York, NY 10017.

United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). *UNRWA 1980.* Summary of the report of the Commissioner—General of UNRWA to the General Assembly for July 1, 1979 — June 30, 1980. UN Bldg., Room 937, New York, NY 10017.
UNRWA also publishes the quarterly journal "Palestine Refugees Today."

U.S. Senate, Committee on the Judiciary, and U.S. House of Representatives, Committee on the Judiciary, each have published a number of reports on specific legislation or about the refugee situation in a particular geographic area. Address: Senate Judiciary Committee, 2304 Dirksen Senate Office Bldg., Washington, D.C. 20510; House Judiciary Committee, B370B Rayburn House Office Bldg., Washington, D.C. 20515.

Outstanding Report on 'The Refugee Crisis'

One of the outstanding reporting efforts about refugees in 1980 was "Refugee Crisis, Helping the World's Homeless," a series of articles published in the Christian Science Monitor in November. Writer Edward Girardet, a Monitor reporter stationed in Paris, traveled in Asia, Africa, South America, the United States and Europe to visit camps and relief administrators.
—M. de S.

The series is available in a 28-page tabloid reprint from The Christian Science Monitor, Box 125 Astor Station, Boston, MA; or call 800/225-7090, ext. 2123.

For further information on refugees . . .

Further information about the world refugee situation may be had from: U.S. Committee for Refugees, 20 West 40th St., New York, N.Y. 10018, or from one of the following local agencies which are affiliated with the American Council for Nationalities Service:

ALBANY
Albany International Center
Wellington Hotel — Room 202
136 State Street
Albany, New York 12207

AKRON
International Institute
207 East Tallmadge Avenue
Akron, Ohio 44310

BINGHAMTON
American Civic Association
131 Front Street
Binghamton, New York 13905

BOSTON
International Institute of Boston
287 Commonwealth Avenue
Boston, Massachusetts 02115

BRIDGEPORT
International Institute of Connecticut
480 East Washington Avenue
Bridgeport, Connecticut 06608

BUFFALO
International Institute of Buffalo
864 Delaware Avenue
Buffalo, New York 14209

CHICAGO
Travelers Aid Society of Metropolitan
Chicago — Immigrant's Service League
327 South LaSalle Street
Chicago, Illinois 60604

CINCINNATI
Traveler's Aid-Int'l. Inst. of Cincinnati
700 Walnut Street
Cincinnati, Ohio 45202

CLEVELAND
The Nationalities Service Center
1001 Huron Road
Cleveland, Ohio 44115

DETROIT
International Institute of Met. Detroit
111 East Kirby Avenue
Detroit, Michigan 48202

ERIE
International Institute
235 West 6th Street
Erie, Pennsylvania 16507

FLINT
International Institute
515 Stevens Street
Flint, Michigan 48502

FRESNO
Fresno Community Council
325 Crocker Bank Bldg.
Fresno, California 93721

International Institute of Fresno
847 Waterman Street
Fresno, California 93706

GARY
International Institute of Northwest
Indiana, Inc.
4433 Broadway
Gary, Indiana 46409

HONOLULU
Hawaii Refugee Resettlement Organization
(formerly VIVA-II)
100 N. Beretania Street, Room 201A
Honolulu, Hawaii 96819

JERSEY CITY
International Institute of Jersey City
880 Bergen Avenue
Jersey City, New Jersey 07306

LAWRENCE
International Institute of Greater
Lawrence, Inc.
454 Canal Street
Lawrence, Massachusetts 01840

LOS ANGELES
International Institute of Los Angeles
435 South Boyle Avenue
Los Angeles, California 90033

LOWELL
International Institute of Lowell
79 High Street
Lowell, Massachusetts 01852

MANCHESTER
International Center, Inc.
99 Hanover Street
Manchester, New Hampshire 03105

MILWAUKEE
International Institute of Milwaukee County
2810 West Highland Boulevard
Milwaukee, Wisconsin 53208

OAKLAND
International Institute of East Bay
297 Lee Street
Oakland, California 94610

PHILADELPHIA
Nationalities Service Center of Philadelphia
1300 Spruce Street
Philadelphia, Pennsylvania 19107

PROVIDENCE
International Institute
421 Elmwood Avenue
Providence, Rhode Island 02907

ST. LOUIS
International Institute
4484 West Pine Boulevard
St. Louis, Missouri 63108

ST. PAUL
International Institute of Minnesota
1694 Como Avenue
St. Paul, Minnesota 55108

SAN FRANCISCO
International Institute of San Francisco
2209 Van Ness Avenue
San Francisco, California 94109

SAN JOSE
ACNS Field Office
999 Newhall Street
San Jose, California 95126

SANTA ROSA
Indochinese-American Council
921 Piner Road
Santa Rosa, California 95401

TOLEDO
International Institute of Toledo
2040 Scottwood Avenue
Toledo, Ohio 43620

WASHINGTON, D.C.
Buddhist Social Service Organization
5401 16th Street, N.W.
Washington, D.C. 20011

YOUNGSTOWN
International Institute of Youngstown
661 Wick Avenue
Youngstown, Ohio 44502

Photo UN High Commissioner for Refugees

Does Your Community Understand?

The U.S. Committee for Refugees exists to help communities and opinion leaders in the United States understand the plight of refugees around the world and their need for assistance. We work in many ways – through the media, through our information service and our publications.

More than 60,000 citizens help USCR in these efforts through their contributions. We depend upon them to help underwrite, among other things, the circulation of the World Refugee Survey you are now holding.

You may help by sending a tax deductible contribution to U.S. Committee for Refugees, Box S, 20 West 40th Street, New York, New York 10018.

We will send a complimentary copy of the 1981 World Refugee Survey in your name to your local public library. You will help your community understand. (Please supply name and address of your library.)